

Swinerton-Dyer speeds plan

by Ngalo Crequer

The Swinerton-Dyer committee on academic reorganization at London University has speeded up its timetable after a dispute which threatened its existence and has seriously damaged its credibility.

The committee, which was originally asked to produce a final report by the end of the year, has agreed to work as quickly as possible and will probably produce more than one paper, with final recommendations in September.

The committee is to begin a series of interviews next month with principals and senior staff from the colleges, and will start to examine detailed proposals for changes.

Sir Peter Swinerton-Dyer, the committee chairman, will also address academic staff at London University on March 5 to answer questions about an interim report. Many academics think the committee is being far too gloomy about London's future financial situation. The London AUC is seriously challenging a staff paper, which challenges the figures put forward by Swinerton-Dyer and claims he has painted too gloomy a picture.

Experts probe low literacy levels

by Olga Wojtas

Scottish Correspondent

Glasgow University has set up an inner faculty committee to investigate an apparent decline in standards of student literacy.

Heading the committee is Dr Philip Hobsbaum, reader in English literature. His department became disturbed several years ago by

enough similar disquiet for the principal to authorize the establishment of the committee.

"We're collecting evidence from exam scripts and other materials to see if we do in fact have a problem," said Dr Hobsbaum. "But we have enough impressionistic evidence to make us feel unhappy enough to start investigating."

Dr Hobsbaum added it was possible that work done in schools did not have enough relation to what was done in university, and vice versa. English teachers in Strathclyde region have also been contacted for their help with the project. Dr Hobsbaum said there were indications there might be a link between the problems and the widespread introduction of the video in the region, although this was still an hypothesis.

Mr Ray Thomasson, the deputy secretary of Scotland's largest teaching union, the Educational Institute of Scotland, said: "All universities insist on a pass in higher English, which is surely a guarantee of a reasonable level of literacy. One has to remember the curriculum is very different from that of schools, and standards are higher. It is not surprising that in the 30 years ago, and standards are inevitably higher rather than lower in terms of what pupils are now expected to do."

Two into one goes

A small working party has been set up to examine proposals to merge University College, Cardiff, and the University of Wales Institute of Science and Technology. Both councils of the two universities have now agreed informally to negotiate. Academic staff at both institutions have asked for a formal proposal to be put before them.

The University Grants Committee has originally proposed that the engineering schools should merge. The committee said that it was not possible to make more than one school in a single university.

London University is still reeling from a row last week in which Lord Annan, the vice-chancellor, told the committee to report by July because the financial situation had deteriorated so rapidly.

Sir Peter hastily reconvened as many committee members as he could muster and wrote a letter which observers understood to be one of resignation, although Sir Peter denies this. Lord Annan cleared up the misunderstanding by giving the committee carte blanche to do what it likes, when it likes, although he still said he would prefer it to report by the summer.

Many heads of school welcomed the interim report but now feel they could be left to take further measures on their own, without help from the committee. Since the row, at least three heads of school have said privately that they wished the committee had ceased to be.

Sir Peter said: "Inevitably Lord Annan has had to ask himself, as we have asked ourselves, whether the committee serves a useful purpose and whether there is a risk that it can turn out to be a mechanism for delay."

"It is absolutely clear to me that every economy is going to be

needed in the next twelve months. Anyone who says this is wrong is just being obstructive."

"We will report as soon as possible, we do not have a deadline. I think we have a reasonable measure of time. It is not so much whether we have credibility but whether the arguments in our report are credible," he said.

The committee could still make recommendations on closures or mergers but could only do so if there were strong reasons for it. The paper presented by staff to the AUC argued that there were discrepancies and inconsistencies in the Swinerton-Dyer interim report. The report said income would fall by 15 per cent if overseas students were charged full economic fees and their number only dropped by half. But the 15 per cent referred to overseas fees kept at their present levels of about half the economic rate, and a fall of half the number of overseas students, it argued.

The staff said the committee needs to have over-estimated the proportion of Treasury grant lost by withdrawal of its subsidy for overseas students, because it has excluded part-time students from their calculations.

College merger among options at Hatfield

by Paul Flather and David Jobbins

The full merger of Hatfield Polytechnic and the Hertfordshire College of Higher Education and the loss of 40 polytechnic teaching posts are among a series of options now being examined by Hertfordshire education officers.

The options, listed in a document prepared by the polytechnic director Sir Norman Lindet, are certain to be vigorously opposed by polytechnic lecturers. Sir Norman prepared the document after being told to find savings totalling £1.5m preferably in the next financial year.

The options are described as a long-term, county-wide strategy for higher education. They include: the closure of one site, possibly the management centre at Birklands; increasing student intake; rationalizing courses between the polytechnic, the college; and a full-scale merger.

Sir Norman has had no formal talks with Hertfordshire College, which has set up an internal review to try and find savings totalling £300,000. One obvious problem is the college is 10 miles from Hatfield and there is no public transport.

Sir Norman said: "Merger is a suggestion to show the full range of options that might be considered to save money. The rest of the options are aimed at producing a staff-student ratio of 10 to 1 at Hatfield."

Mr Paul Turner, branch secretary of the National Association of Teachers in Further and Higher Education, warned that compulsory merger would be bound to lead to strong opposition. Hatfield has no view on a possible merger.

The document is being examined

by education officers, and a report with Hatfield will be prepared to go before the education committee on March 23. The authority has made special representation to the Department of Education and Science to look again at their allocation shortfall of about £17m.

Natthe national officials raised their concern over North East London Polytechnic's handling of the threat of 41 compulsory redundancies with the Advisory, Conciliation and Arbitration Service at its London headquarters this week.

The union objected to the way the polytechnic was apparently relying on notification made by the Employment Protection Act last year in relation to 62 redundancies which it says were agreed by an agreement to use voluntary means.

The polytechnic this week sought to resolve the issue by setting up a committee to look at the situation nationally and to the Secretary of State for Employment, Mr James Prior, intended to update last year's formal notification, which was withdrawn when the agreement in voluntary means was reached.

Natthe officials locally feel there is still room for manoeuvre over the closure of one site, possibly the management centre at Birklands; increasing student intake; rationalizing courses between the polytechnic, the college; and a full-scale merger.

Preston Polytechnic is to cut 39, including 15 teaching posts, as well as dropping six low ranking courses from next year as part of savings totalling £750,000 demanded by Lancashire education authority.

Preston managed to avoid cutting extra funds worth £120,000 by raising by claiming 90 per cent of fees of students. Three posts will be lost in part-time teaching which is particularly badly hit.

Middle-age crisis hits science study

The large numbers of middle-aged scientists in university chemistry, physics and geology departments is the subject of an investigation by a newly formed committee team which is expected to report within the next few weeks.

The research by the UGC's physical sciences subcommittee is attempting to highlight ways in which young scientists under the age of 35 can be brought into departments where there is now a high proportion of staff aged between 35 to 50.

One sub-committee member said university physical sciences departments over the next 15 to 20 years unless some remedial action can be taken by the UGC and universities. Physical sciences are particularly badly hit because of their sudden expansion in the mid-1960s and their present decline in popularity. The staff-student ratios produced by the expansion are now being investigated.

One sub-committee member said this week: "What is happening in physical sciences now is prefiguring the problems which will afflict other disciplines which have their expansion at a later period."

The decision by the UGC to investigate age-structure problems in university departments of physical sciences follows the recent publication in the United States of a report *Research Excellence Through the Year 2000*. This highlighted the same problem and the sub-committee, which has been investigating for the past year, is particularly anxious to overcome the difficulties facing departments which cannot bring in the best of new, innovative talent while aged teaching staff who will not retire for another 20 years.

Carlisle calls for further job losses

Higher education should use its ingenuity to mitigate the impact of the 'relatively small' loss of resources planned for a year, Mark Carlisle, the Education Secretary, said this week.

In a speech at the annual meeting of the Association of Principals of Colleges, Mr Carlisle said that public sector higher education was to receive a 3 per cent loss of money in 1983-84.

This loss, which is necessary to meet some reduction in the number of lecturer posts in AFE, will predict the precise scale of reduction, that will depend on way in which individual local education authorities decide to implement, at a local level, the Government's national plans.

Mr Carlisle said: "I do not accept the relatively small decline in resources must be precisely matched by cuts in provision. Human resources are such that one is not necessarily faced with a fixed mix of buildings, equipment and other material resources."

NEXT WEEK

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D. D. Raphael on social justice
Academic freedom in Australia
Student broadcasting
Urban studies in Newcastle
Biology books

Savage grant cuts could force universities into class system

by Ngalo Crequer

Universities will have to be divided into first, second, and third class with those in the bottom class unable to afford postgraduate and research work if the Government insists on further savage cuts in the recurrent grant.

The University Grants Committee has warned the Government that if more cuts are made a radical reshaping of the university system would then become inevitable.

Instead of all universities being created approximately equally, only a small number would still be able to afford to offer a full range of subjects at undergraduate, postgraduate and research levels.

The others would either have to offer a restricted range of subjects, or concentrate on undergraduate teaching as liberal arts colleges. This warning from the UGC is part of a fierce secret battle being waged by the committee in Whitehall to stave off further cuts.

In May the University Grants Committee will tell universities what their grant allocations will be for next year and what plans they have for the years up to 1984. This will include student targets for 1983-84 divided into science, arts and medicine and will tell a minority of universities which subjects should be developed or curtailed. Other universities will be given similar guidance later in the year when the UGC has collected more information.

The UGC is currently carrying out an exercise, principally through its subject subcommittees, to discover individual universities' strengths and weaknesses. It is being increasingly accepted that not all univer-

sities could expect to cover the whole range of science because of greater cost. Some staff will have to do their research in neighbouring institutions because there will not be funds to provide 'well found laboratories' for all.

At the end of last year Dr Edward Parkes, chairman of the UGC told universities that "the orderly development of the system



Dr Edward Parkes: letter to universities

Professors want fewer students

by Robin McKie
Science Correspondent

Engineering professors are set to call for a major reduction in numbers of engineering students studying at universities. At its annual assembly this month, the engineering professors conference is expected to pass a resolution calling for a 25 per cent reduction in future numbers of engineering students, a drop from the present figure of about 10,000 to 7,500.

The move, which is being recommended by the committee of the conference, is being put forward to ensure that the new four-year degree courses, proposed by the national conference on engineering education and training, can be introduced.

Professor Robert Smith, chairman of the conference, said that if present student numbers were kept at the university for a further year, the present £20m annual cost of engineering education would be raised by a further £80m. "In the present economic climate, there is little chance of getting that money," he added.

Instead, it is proposed that the engineering student population should be kept at present levels but would remain at university for an extra year. This would reduce staff as consultants to firms in industry and additional costs of four-year degrees to about £10m.

The engineering professors' plan, which follows discussions between

them and the University Grants Committee and the Department of Education and Science, is being proposed because of their enthusiastic endorsement of the four-year degree plan.

Professor Smith said he was delighted about the proposal included in the national conference report. "The engineering professors are convinced that four-year courses will be the best for young people planning careers as professional engineers." However, he criticized the report for fudging "the very real problems to be faced by the DBS, UGC and individual universities in moving to four-year engineering courses" although he believed they could be overcome by concerted action.

Industry 'not exploited enough'

Universities are criticized for not developing their contacts with industry sufficiently exploiting their research in a confidential draft report circulating among Ministers at Whitehall.

The report has been prepared by the Advisory Council for Applied Research and Development, which is serviced by the Cabinet Office. A consultative analysis is now being undertaken. The Department of Education and Science has been asked to comment and is seeking information from the research community. A small group of vice-chancellors have also been consulted although they have not seen the report.

The report is concerned that there is not enough contact between universities and industry, and in particular research and innovation are not sufficiently commercially exploited. There is criticism of

Consortium plan in Tory booklet

Proposals for regional consortia to run higher education in the public sector are contained in a new booklet to be published by the Conservative Party Central Office.

The authors of the booklet are Mr Malcolm Thornton MP (Con. Liverpool, Garston) and Dr George Brown, director of North East London Polytechnic. It may be published under the aegis of the Bow Group and will not constitute official party policy.

Similar proposals were put to the Select Committee on Education by Dr Brown last year. They involve the grouping together of all colleges and polytechnics in a workable geographical area regardless of local educational authority boundaries, forming single institutions responsible for all further and higher education. The plan would not include universities in the first instance.

Three months grace for Huddersfield

by Paul Flather

Huddersfield Polytechnic has been given three months to put its house in order, patch up domestic squabbles, and provide an appraisal of its current budget, or the Council for National Academic Awards will withdraw approval for all courses at the institution.

In a strongly worded letter sent to the polytechnic rector, Mr Kenneth Durran, the CNAA said that a review visit last January only served to increase and underline its concern over academic standards which are at risk at the institution.

"Serious mismanagement, backbiting and bids to extend political power within the polytechnic well beyond the terms laid down... in the articles of government... are no basis for the maintenance of academic standards and constitute a wholly inappropriate environment for the education of students", it said.

The CNAA revealed that it came within a whisker of immediately withdrawing approval for Huddersfield. It is the toughest comment on an institution's work the CNAA has made. Teesside Polytechnic at the height of its troubles in 1978-79 was given two years to put things right.

A current budget appraisal covering staffing, equipment, research, student supervision, support facilities and academic plans must be received by June 1 so that action can be taken by the CNAA before next year's students complete applications to Huddersfield.

Reaction at the polytechnic varied from dismay and anger to surprise and puzzlement at the severity of the verdict. A spokesman said the matters raised would be investigated in depth and a response made within the time limit.

An extraordinary meeting of the academic board has been called for March 11, by which time Mr Durran should be back in Huddersfield after six weeks of consultancy work in Brazil. Students and members of the National Association of Teachers in Higher and Further Education were meeting this week to discuss the letter.

For the first time the CNAA has opened a public row between Huddersfield and Kirklees, the maintaining authority, which have been steadily declining for some years in spite of recent attempts to improve them.

Rows over the funding of a special course for Frankish languages cost Kirklees £78,000 and over financial irregularities alleged in an audit report last year have shown up the strains of the past.

"The governors are not united behind the rector and academic board", said the CNAA. "The maintaining authority is not keeping a proper detachment from the governing body as required by the spirit of the articles of government."

"The simple factor of time spent in debate and argument, often fruitless because the data are ill-founded or the baseline has changed is alone a cause for concern", said the CNAA.

The three-month deadline allows the Department of Education and Science to intervene if it wants. This was one reason why the CNAA stepped back from withdrawing approval of the polytechnic immediately.

All reports compiled by external examiners on courses are to go to the appropriate CNAA subject boards for validating committees. A full institutional review is set for March 1982, if the polytechnic meets its first hurdle in June.

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Students split over union financing

by Paul Flather

A philosophical difference has split the executive of the National Union of Students down the middle on plans to raise extra funds through a new system of student union subscriptions.

The split over how the NUS will meet an expected shortfall of £50,000 or 5 per cent of its income next year reflects the growing rift between the executive of the National Union of Students (NUS) and the National Organisation of Labour Students (NOLS), which until 1977 formed part of the L.A.

The differences will surface more dramatically at the NUS national conference in Blackpool when rival motions on subscriptions will be placed before delegates, and the Left Alliance, David Aaronovitch, the incumbent president, will be opposed by Helen Connor of NOLS for the presidency.

The split has put the Left Alliance and two Conservative executive members in one camp, and NOLS and the ultra-left Socialist Worker Student Association and Socialist Students Alliance in the other.

NOLS want new subscriptions rates at a level sufficient to maintain all existing NUS services. Four jobs are threatened by the Left Alliance plans. Only in this way, NOLS argues, will member student unions be able to show their "genuine commitment" to their national union.

Ms Helen Connor, current NUS treasurer, said: "I don't think NUS

should reduce its activities below what they are now. Students want to maintain our activities. They do not want them cut."

The L.A., however, want to limit subscription increases to the same rate as the income of individual student unions. These incomes will be determined locally for the first time in the next academic year, under the new student union financing rules.

A motion submitted for the NUS conference reflecting this view suggests that the £50,000 shortfall can be met by £17,000 worth of savings on day to day running costs such as telephones, and £30,000 savings by reducing NUS staff by four, to 65 jobs.

Mr Aaronovitch said: "You cannot judge people's commitment to NUS policy by how much money they pay." The NUS has to take account of all the problems faced by individual student unions, he said.

The real dilemma faced by the NUS has been brought sharply into focus in Scotland. Subscription rates that are too high will encourage unions to disaffiliate from the NUS, but if they are too low, services are lost. In Scotland the NUS is losing £30,000 income this year because of five disaffiliated unions.

Meanwhile another wrangle over how much VAT the NUS has to pay is still unresolved. Although the NUS is paying 15 per cent VAT on half its income (about £60,000) it will be able to reclaim some of this money.

Teaching centre aids maths

A new centre for teacher services, which is intended to boost mathematics teaching throughout Britain, has been set up at Cranfield Institute of Technology.

The centre, which is to receive £30,000 a year from the Institute for the next three years, is expected to become self-financing and will employ five staff by the end of the year. It will provide short courses on the practical aspects of mathematics teaching as well as a consultancy service in specialist areas such as microelectronics and micro-computing teaching.

The director of the new centre, Dr David Burgess, a lecturer in mathematics at Cranfield, said the unit had been set up following the success of his short courses on practical mathematics which have been sold to local authorities over the past few years. In collaboration with the Open University, Dr Burgess has also been responsible for producing the *Journal of Mathematical Modelling for Teachers* and also worked on the production of a series of cassette studies, sponsored by the Schools Council.

He said he hoped local education authorities would support the centre's efforts by increasing numbers of teachers attending courses at Cranfield or those organized by the Institute at regional training centres. "Most mathematics teachers are switched on to the beauty of the subject but there tends to be a lack of appreciation of the practical use of modern mathematics which we hope we can foster."

Principals plump for traditional provision

State emphasis on continuing education could lead to a stratum of disaffected youth, the Association of Vice-Principals of Colleges has warned.

The warning is given in the vice-principals' response to the Department of Education and Science's discussion paper on the need for more mid-career refresher courses in universities and colleges.

The association questions the prudence of taking resources away from training for school leavers during the current recession.

"The political and social consequences should be carefully weighed in advance of any decision to reallocate resources to continuing education at the palpable expense of traditional initial provision for those aged 16 to 21," it says.

The association takes exception to

the discussion document's assertion that institutions have not always responded well to the needs and desires of mid-career workers.

"While that might have been true of the polytechnics in the early 1970s, when they were concentrating on the provision of a genuine alternative to conventional university education, it is not true of those colleges whose primary focus has been non-advanced further education," it says.

One of the major achievements of non-advanced further education in the United Kingdom has been its sensitivity to local needs, it adds.

The association also questions the Government's intention to make mid-career courses self-financing, with the employer bearing the burden of the cost. "Under current conditions, this proviso seems destined to frustrate the best intentions of the discussion paper," it says.

In support of the other main recommendations in the discussion document the AVPC calls for more detailed consultation of universities for part-time courses. It points out that a 48-week academic year will require sweeping changes in both attitudes and conditions of service.

It welcomes the setting up of an information exchange for employers and colleges but emphasizes that industry and commerce must begin to take the initiative in demanding courses.

A further priority is additional finance for staff development and training, the association says. Local authority financial regulations should also be determined and standardised to make them relevant.

Academy appeals for funds

The Royal Scottish Academy of Music and Drama has raised £30,000 in the six months since it launched its appeal for funds to support promising students and to continue to stage musical and dramatic events.

The academy is one of four Royal schools in Britain, and the only one to have received no support from local authorities and little from private sources.

No target has been put on the appeal fund and the academy hopes to continue to build up capital income from the fund has already

been used to finance study by students of exceptional merit who would otherwise have been unable to attend courses.

Ainatie Miller, chairman of the board of governors and a trustee of the fund, said: "We are gratified at the response so far from members of the public and from industry and commerce, although we are by no means relaxing our efforts to build up the fund so that sufficient income becomes available to provide for our prospective needs without having to 'make' income from capital."

Unit calls for common curriculum

by Patricia Santinelli

A major initiative to create the framework for a common curriculum bridge the gap between different types of vocational preparation and improve its status is being urgently demanded in a Further Education Unit report this week.

The report, *Vocational Preparation*, was originally intended as a response to the Government document *A Better Start to Working Life*, but it is also being offered as a contribution to the latest Manpower Services Commission initiative.

While vocational preparation should be available to all young people, it is urgently needed for less academic youngsters, representing 50 per cent of 16 to 19-year-olds who are not being served by traditional academic and vocational courses, says the report.

It states: "There is a myth about the flexibility, comprehensiveness and openness of 16 to 19 education

in this country. Courses which have recognized currency are not adaptable, nor are they relevant to the aspirations and needs of half the age group."

The rest of the provision is flexible but it lacks national coordination and public recognition. Therefore what is needed is a family of related schemes.

Present provision, whether college based pre-employment courses, Youth Opportunities Programmes or Unified Vocational Preparation Programmes courses, has common components and serves similar needs but its separate administration leads to inequality of opportunity and hampers transfer.

The FEU stresses that the main aim of vocational preparation is to give youngsters basic skills and help them assess their potential and develop their understanding of the working and social environment. For these aims to be fulfilled an agreed check list of basic skills should be included, as well as an integrated approach towards counselling, guidance and assessment of certification and recognition of achievement.

One way to solve the problem of certification and recognition is through the introduction of profiles which would allow youngsters to transfer and provide a common system of recording.

The report urges colleges to encourage holders of pre-employment enrol on conventional courses, the FE examining/validating bodies to make special reference to schemes. Employers, too, it says, will also make greater use of the when assessing young people in employment, it hopes.

"If a coordinated provision of vocational preparation is to succeed then the careers service, voluntary associations, industry as well as colleges and schools should prepare themselves for the demand this will create. The best way forward may lie in co-operation and in mutual development and support," says the FEU.

In the end, the executive agreed to recommend the offer, reached last Friday, to a special council which meets on March 14.

"It is only on the basis that we have pushed the further we can in negotiations, and on that basis alone, that we are making this recommendation," the general secretary Mr Laurie Sapper said.

"We do not think it is just or equitable but we are constrained by the limits set by Government, who refused to raise the cash limit for

Part-timers' strike threat averted

by David Jobbins

A threatened strike by part-time lecturers has been averted by a last-minute deal between union leaders and the Inner London Education Authority.

ILEA has agreed to lift its ban on recruitment of part-time lecturers who might qualify for senior lecturer status when the new phase of the national agreement is implemented on September 1.

But staff who have accrued 40 hours bringing them above the 10 per cent of full-time class since the embargo was imposed in December 4 last year are not allowed to presume that they will qualify as associate lecturers in the new academic year.

And the unions involved, the National Association of Teachers in Further and Higher Education and the Association for Adult and Continuing Education, are bound by the deal not to take up their case.

ILEA has always maintained a freeze on new jobs and senior hours was a temporary measure to deal with the cost of the agreement on part-timers.

A number of major details round off the agreement, which heightened part-timers' expectations when it was reached last summer. It was being negotiated in part-time lecturers' union, the NUT, which has agreed that part-timers are concluded further talks with the place about procedures after September.

Although only five but in London's 12 'AACE' branches actually achieved the required majority for the halfway strike vote last Wednesday, about one-third of the members in the region voted in favour.

A number of branches were in the process of balloting when news of the agreement came. A number of union's authorized action branches gave their backing.

In respect of hours of work, during the year, December 1981, the NUT will continue to fight the case where part-timers are asked to work longer hours than full-timers.

The proposed 1 level examination, the NUT said, was a substantial proportion of a substantial proportion of people who, while not aspiring to A level courses, are nevertheless capable of a degree of academic achievement significantly above O levels.

The NUT said, although an A level examination could be a useful supplement to A levels but it should be primarily designed for those students who do not find A levels relevant.

On the new 17 plus examination, the NUT said that the target group defined in the consultative paper was far too narrow.

It is ill-judged and educationally undesirable to predefine a target group on the basis of certain levels of performance, it said. In other words, to restrict the range of opportunities open to the young people concerned on the completion of a course of study, the union said.



Dr John West: sacrificing ideals.

ing every way to economise: our aspirations will no doubt have to be sacrificed in the name of the university systems as a whole. Nevertheless, in all our counsels the importance of the individual and his or her contribution will never be overshadowed by the so-called "good of the system" for the system is the creation of the individual within it."

He said that the university had been urgently reviewing all current expenditure with a view to consolidation and rationalisation. All vacant posts had been examined and seven chairs had been frozen.

Examination proposals fail NUT test

Recent Government proposals on examinations for 16 to 18-year-olds fail to meet the needs of a substantial proportion of the age group, the National Union of Teachers said in a policy document published this week.

The NUT was replying to a consultative document outlining two new examinations, a 17 plus vocational and an intermediate level one worth roughly the equivalent of half an A level.

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AUT leaders were split over pay offer

by David Jobbins

University lecturers' leaders were split over the 18-month two-stage offer which they now have to recommend to their members.

A significant minority favoured waiting to see what was offered to the civil servants and lecturers in the public sector. But most members of the executive of the Association of University Teachers agreed that further pressure on the university employers and the Government would not lead to any improvement, and felt that agreement was necessary before the recurrent grant—expected in April or May—was announced.

The offer involves a flat 7 per cent backdated to October 1, 1980, a further 3 per cent from March 1, and a change in settlement date to April with the next award payable in 1982.

An extra £100 for staff at the top of the lecturer scale, with consequent adjustments at the bottom of the senior lecturer scale, is also payable from March 1, and included in calculating the 3 per cent rise.

The cost of a full year is calculated at 6.9 per cent, only just outside the cash limit allowance. The Government has made clear it would not allow for more than 9 per cent against the 10.4 per cent actual cost, and the real battle during the negotiations was to try to persuade the employers to take the risk of carrying the extra cost.

In the event 1.4 per cent was as far as they would go, and the question of trading off jobs was not raised in the talks.

The offer was then sent to staff to say that if lecturers refused to carry out the suspensions they would be disciplined. This was taken up by Naithe, who protested at this offer and subsequently it was made clear that heads of department would be personally responsible for dealing with any situation.

There have also been some exclusions of students at Teesside Polytechnic and other institutions have been anxiously watching the situation.

The registrars of London universities are known to be considering putting up overseas student fees by 10 per cent more than the new minimum recommended by the University Grants Committee.

Last Tuesday students at University College, London, went into occupation to protest against the new minimum fees. Students at the London School of Economics agreed to call a 48 hour occupation to protest against proposed overseas fees which are likely to be above the minimum. Other unions have also been considering taking similar action.

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universities to meet any pay settlement above 6 per cent.

The offer to 47,000 lecturers, librarians, administrators and other academic and staff would add 10.4 per cent to the salary bill over the life of the agreement.

The offer involves a flat 7 per cent backdated to October 1, 1980, a further 3 per cent from March 1, and a change in settlement date to April with the next award payable in 1982.

An extra £100 for staff at the top of the lecturer scale, with consequent adjustments at the bottom of the senior lecturer scale, is also payable from March 1, and included in calculating the 3 per cent rise.

The cost of a full year is calculated at 6.9 per cent, only just outside the cash limit allowance. The Government has made clear it would not allow for more than 9 per cent against the 10.4 per cent actual cost, and the real battle during the negotiations was to try to persuade the employers to take the risk of carrying the extra cost.

In the event 1.4 per cent was as far as they would go, and the question of trading off jobs was not raised in the talks.

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The extra boost for some lecturers is intended to compensate them for lack of promotion prospects, and to recognize that it is the normal career maximum and a point of comparison outside the profession.

The Committee of Vice-Chancellors and Principals deplored the deterioration in academics' position in the comparability stakes but emphasized the constraints of Government policy.

Part of the deal is a joint study of relative values to comparable professions, and it is understood that this may be completed in time for representations before the 1982-83 recurrent grant is fixed.

A 17-month deal offered to 33,000 university manual workers will introduce a new minimum wage of

£60 a week from April compared with the old minimum of £54.75. This increase too would be in two stages, with some of the rise backdated to November.

"The offer is the best we are going to get without some form of industrial action, but this still leaves relative and absolute poverty among the university manual workers," secretary of the trade union side of the universities' non-teaching staff negotiating machinery, Mr Rodney Bickerstaffe said.

The new agreements, if accepted, would mean that 33,000 manual workers, 20,000 technicians, and 47,000 on academic scales would share an April 1 settlement date with only the clerical and secretarial staff remaining out of line with a July 1 date.

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The new general secretary of the British Association of Social Workers is Mr John Cypher. Mr Cypher, who is a former lecturer in social work, has been acting general secretary of the association since January.

Decision soon on army plan

by Patricia Santinelli

The Manpower Services Commission is being asked to make an early decision on an expensive military training programme for young unemployed men.

Proposals drawn up by the Department of Employment would involve training 1,000 men under the Youth Opportunities Programme at a cost of £2m, twice the amount of the existing provision.

The MSC which would have to fund the extra costs of the scheme would include uniforms and billeting, out of its current budget, is unlikely to favour the proposals. Its implementation would risk changing the nature of YOP completely and might necessitate an amendment to regulations.

Earlier reports of such a plan aroused a storm of protest from MPs and the education and youth service. Only last week this led to a split in the leadership of the youth movement when Mr John Lee MP, chairman of the National Youth Bureau, and Mr John Watson MP, president of the British Youth Council, joined fellow Tory MPs in urging the Government to go ahead and develop such proposals.

Mr Neil Merritt, Opposition spokesman on education, said an implacable opponent of the plan, asked Mr Jim Prior, Secretary of State for Employment to give details and costs of the proposals.

"The real significance of the proposals is not just their expensive nature," he said. "If they are allowed to go through it will not be long before we have legions and battalions of young people who have been pressurized into this direction. What it amounts to is a completely unacceptable way of disguising youth unemployment."

A plan to send 500,000 school leavers away from home for a year to alleviate youth unemployment is to be suggested to the Government and the Manpower Services Commission. It involves sending the size of the present Youth Opportunities Programme to take in virtually all leavers, not just the unemployed.

Olga Wojtas
Correspondent

The dangers of elitism in 'the Sahibs' College'

In the second of his three-part series on the effects of India's colonial heritage,

Paul Flather visits Calcutta and the first British-founded university



Students on the campus at Calcutta.

There are probably few more difficult places to obtain a degree than Calcutta, once the centre of the British Raj, now sadly more remembered for its traffic jams and power cuts (optimistically labelled "load-shedding"). The problem is not so much passing the relevant exams, but trying to secure three years of consecutive study free of campus riots and strikes, and then hoping that the exam scripts have not been lost, or declared invalid because they had been leaked.

Calcutta is the capital city of West Bengal which has a population larger than Britain with about 40,000 inhabited villages. Calcutta was the first university founded by the British in 1857; today there are six universities in Bengal and some 300 colleges, most affiliated to Calcutta University. The city is still full of great contrasts, the vast race track and imposing memorial to Queen Victoria stand almost overlooking rows of Bengalis forced by their circumstances to sleep rough in the streets.

Since 1977 the state has been run by a Left Front government headed by the Communist CPI(M) Party, which leans towards Peking. The last decade which began with the war over Bangladesh has produced almost constant unrest on campuses. At the height of the Naxalite troubles in 1972-73 some 40,000 people, mainly students, were being held in jails.

The Naxalite movement, inspired by the charismatic Charu Mazumdar who died in unexplained circumstances, based its revolutionary philosophy on insurrection and tried to arm peasants to fight landlords and money-lenders; it succeeded in creating several "Red areas".

In those days degrees could be bought from the university for large discounts; there was mass copying in all exam halls; question papers were freely leaked; and unmarked answer scripts were even found in grocery stores. On top of that it could still take two years for results to filter through to candidates.

Mrs Gandhi's Emergency rule

Günther Kloss describes the effects of the lack of course reform in West Germany

Towards the end of last year the Federal Minister of Education and Science, Jürgen Schmude, demanded that the discussion of the principles of course reform should now be concluded so that the real, practical reform could begin in earnest.

This statement describes, with some accuracy, the state of the *Studienreform* in higher education in the Federal Republic of Germany. University reform in the late 1960s and the 1970s was first and foremost identified with expansion: more universities and colleges, more buildings, more staff to accommodate the ever-increasing number of *Abiturienten* qualified, for, and legally entitled to, university entry. It also meant the restructuring of universities, whereby the old route had to be revamped of internal decision-making structures. Yet most courses (which were usually quite loosely structured) remained largely untouched, apart from such measures as the introduction of an academic advisory service for new students, the institution of intermediate exams as a qualifying hurdle, and a general tightening of course and examination regulations.

The near 20 per cent of the age group which now enters higher education, still follow the same courses as did the A and G per cent of the 1950s and 1960s.

This is not to say that more fundamental changes were totally absent; and that they failed to make the decisive impact which their originators had hoped for.

There was, first of all, just over 10 years ago the elevation of the former vocational colleges to Fachhochschulen, the means of adding a vocationally oriented sector to the tertiary level, to form an important part of a new, diversified tertiary system.

Principles and practicals

of students at these institutions has more than doubled since 1970 (182,000 in 1979 compared to 89,500) it needs also to be pointed out that their percentage of the total number of all students has only risen from 17.5 per cent to 18.6 per cent over the same period. And something of the student perception of the value of a *Fachhochschul*-certificate, in terms of prestige and wage prospects, compared to a university degree, is revealed by the fact that by 1975 some 30 per cent of the students wanted the opportunity to change to a university. In fact this route had to be virtually blocked by the Ministers of Education who not long ago agreed that all *Fachhochschul* graduates could now obtain at the end of their short-cycle course the same *Diplom* degree as a university graduate who has followed a longer, more academic course.

Thus the attempt to upgrade the *Fachhochschulen* (which are only expected to undertake a limited amount of teaching-related and applied research and whose lecturers are required to lecture usually 18 hours a week) continues, in order to make them more attractive to good applicants. Indeed, the etc. fears that these institutions may in future lose or neglect their vocational orientation, for lack of a clear development concept. For all that, a great many of the new undergraduate and postgraduate courses that have been started over the past few years have originated in the *Fachhochschulen*. They range from industrial engineering for managers to applied computation, librarianship and specialised training. And quite a few of the lecturers in these courses are given by practitioners from industry, commerce or administration. In many programmes particular stress is laid on the command of a foreign language and, unlike courses at universities, many are built on the practical method. A law of the *Fach-*

hochschulen are even beginning to offer part-time courses, a totally novel concept in German higher education.

Probably the main innovative step in West German higher education since the war was the foundation some eight to ten years ago of nine *Gesamthochschulen* (comprehensive universities). By combining existing advanced vocational colleges and colleges of education into one new university, these were thought to be able to bridge the gap between the more practical courses of the colleges and the more theoretical curricula of the universities. This would provide a wider choice and greater flexibility for the student, who by starting on an identical, integrated programme of study, might end up after a three year short-cycle course, with a certificate or after four years, with a degree. Here too, the stress is on practice: *Wohlfühl* (well-being), on vocational, industrial and social relevance and links. A substantial number of new curricula of this type have been developed at these institutions.

The emphasis on vocational rather than traditional, more broadly educational objectives, together with the stringent controls over syllabus and examinations exercised by the respective *Land* governments, has, however, meant that not infrequently new initiatives and developments have been stifled, for example in teacher training. Also, more and more students eventually opt for the longer courses, for the same material and prestige reasons as did those who wished to transfer from advanced vocational colleges to universities. The "academic drift" of the *Gesamthochschulen* is full swing. In the interest of academic respectability several of them have now either rechristened themselves *Universität* or at least added the word university to their name.

It would be wrong to say that the older universities—and, indeed, the new ones founded in the 1950s and 1970s (some of which, like Bremen and Konstanz, were conceived specifically as *Reformuniversitäten*) had totally neglected to reform their courses. There are indeed, quite a few examples where these institutions have, at both undergraduate and postgraduate level, initiated reforms. (An example of the latter is a very Western perspective course in Journalism, nursing, Polish studies, art restoration, which are a far cry from the academic and educational tradition.)

And even some of the old established courses are being overhauled. There has, for example, always been a reasonably good cooperation between many branches of industry (for example, chemistry) and universities, and the latter have frequently taken note of industry's requirements. The outstanding example of a recent major reform are "the experimental single-phase" law courses, which seek to integrate the study of the law with practical training in legal practice and administration, which used to follow the first degree. Seven universities participate in this pilot scheme which is sponsored by the Federal and *Land* governments.

Little is possible, without such sponsorship, usually through the *Forschungsbereich* (Research and Development) Commission for Educational Planning and Promotion, and few such projects have been going beyond the experimental stage.

It is precisely here, in these, the most popular subjects of study, that reforms are needed. It is remarkable how little interest and willingness the universities themselves have shown to experiment and innovate, despite still-increasing numbers of students. In the interest of academic respectability several of them have now either rechristened themselves *Universität* or at least added the word university to their name.

The trend towards elitism, which exists, particularly worries the present Communist state government. Presidential College, the leading Calcutta college with an international reputation, has been picked out as an example. It is a public college and the education ministry has been able to force a relaxation of its admission rules and less selective teaching appointments, two measures that have begun to undermine its strong reputation. The state government feels its main obligation is to "tending education not increasing elitism". It recently announced a plan to set up an Open University aimed at those people who were finished their schooling.

What do the students get in their £1.50 a day? First of all the relatively small size of the college breeds a very happy and cohesive atmosphere. Secondly, there are many extra-curricular activities not found in public colleges, from college debates to highly competitive hockey matches, from social schemes to the college's own observatory. Thirdly, there is the emphasis on work. Students at St Xavier's, somewhat insulated from every political tremor, look forward to 20 working days a year, compared with an average in other colleges of 10. This certainly reflects the "involved" middle class India, but as Father D'Souza said: "What is important here is study, and that must be right". He strongly believes issues should not be judged on their merits and not by first political yardsticks.

Finally, students come for high academic standards, small classes of about 40 with high student-teacher ratios. Last year for example, 19 of the 19 first class degrees in commerce came from St Xavier's. Father D'Souza picks 6 and 10 subjects which have their own laboratories as strong subjects, as well as commerce. One student said he chose the college because of the sport and because everyone did well. "It is a push school, people come here to study and to be pushed. That seems the best way to go. A college which also under a very Western perspective."

Next week: Jawaharlal Nehru University.

An attempt to link the length of study by law (*Regelstudienzeit*) to be abandoned and the law to be a result of pressure from students and staff alike.

The *Wissenschaftsrat* (Council of Sciences and Humanities) has suggested, in a very concrete form, the reform of the *Studienreform* (for example in English or Economics) could be made shorter, and also how syllabus could be devised which are less job and career specific and provide a preparatory education.

The *Making of Man*, Leakey's story, focused his thinking for the first time on the issue of human evolution. Indeed, in the final programme of his seven part series, *The Making of Man*, Leakey returned to the imagery and music of 2001, and he bid to refute the film's "deceptions".

Instead, Leakey proposes a far more kindly, egalitarian view of human evolution. There is simply no sign of aggression among the early man, he said. All we can say is that we were in some way bands of hunters and plant gatherers, much like today's few remaining primitive wandering tribes. From them we can infer that cooperation was the key to human evolution and that we are developed, intelligent thinking minds, mainly to cope with complex procedures of social interaction and food sharing.

His view is a blend of anthropological and cultural studies of primitive tribes, current psychological research, and recent fossil and archaeological discoveries. "I am simply a spokesman for the alternative to the view that man is an innate, brutal killer. I have merely been asked and presented the work of a single man, and he is a figurehead in the campaign, partly because of the influence of the family name and partly through my own fossil research."

Yet fossil-hunting is far from being a simple matter of stumbling over crucial clues and pieces of evidence about man's distant forebears. The 5,000 square mile site at Lake Turkana is isolated, rough, dry and extremely hot. Temperatures can often rise to over 110 degrees C. It sounds no place to

Robin McKie talks to Richard Leakey in the first of a series of interviews with people who have popularized science

Putting life into old fossils

Science fiction films are rarely reckoned to be significant events in the formation of new scientific theories. Yet the Stanley Kubrick film *2001: A Space Odyssey*, usually noted for its mystical, philosophical impact on a largely youthful audience, can be claimed to have provided major stimulation for at least one young scientist.

Richard Leakey, son of renowned fossil hunters, Louis and Mary Leakey, was employed on the set of 2001 as advisor on the filming of the primitive apeman who figures so prominently in the film's opening sequences. "I was quickly aware that I was expected to advise on the appearance of the apeman, not their behaviour or thought."

He was also aware, and concerned, about what Kubrick and Clarke intended to imply about human origins and instincts," Leakey revealed during a recent visit to Britain while finishing his imminent BBC television series.

These intentions were illustrated in a key sequence in which an apeman, for the first time, uses a bone as a weapon and tool. The bone is eventually sent spinning into the air, to be landed and transformed into a rocket which heralds subsequent scenes of man's technological destiny.

The implication was clear, Leakey believed, Clarke and Kubrick were merely following popular anthropological theories, put forward by Lorenz, Dar, and others, who argued that human intelligence was a direct consequence of our innate, aggressive warlike instincts. We acquired large complex brains only when we started to use weapons and needed to handle clubs and bones. Man's history is predatory, carnivorous and cannibalistic and suggests there is little we can do to escape our aggressive nature.

Kubrick and Clarke's scene, in which bone turns into missile, is a potent image for such thinking. It is also dangerous nonsense, Leakey declared, and the film, for all its "enthralling and gripping" story, focused his thinking for the first time on the issue of human evolution. Indeed, in the final programme of his seven part series, *The Making of Man*, Leakey returned to the imagery and music of 2001, and he bid to refute the film's "deceptions".

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Fossil-hunting at the Lake Turkana site in Kenya.

been "It was a very silly, juvenile, adolescent attitude, but let's face it, we all go through these periods." It was not only scientists like Leakey who found happiness there today. For all his worldwide travel and media involvement, he knows no finer spot, he said.

"I am never happier than when I am in the northern desert of Kenya looking for fossils," he added. "I certainly don't see my life ahead as being in television or in the West. I see it in Kenya."

Leakey views his Kenyan nationalism with pride and sees its value to Europe and America as necessary evils to be suffered if he is to preach his scientific sermons to the widest possible audiences. "I feel if your readers will excuse me, somewhat like a missionary, and I am prepared to enjoy the comforts of living in England and America in order to talk to people, although I much prefer to stay in Kenya."

As a crusading scientist, his message is at least one of hope. For all the "horrendous" activities of our wars and our religious squabbles, he does believe in universal salvation—but only through a commitment to scientific understanding of our own natures.

That will be the main theme of the television series, which will be launched in Britain on May 4 and cover the entire evolution of man, from the 14 million-year-old remains of *Ramapithecus* ape in Africa, to the caves of *Peking Man*, the monuments of early South and Central American civilisations, the relatively recent caverns of Europe with their Ice Age paintings and finally the technologies of the present world which threaten to engulf us.

It is the fulfilment of Leakey's "missionary" work which began with his books, written in conjunction with journalist Roger Lewin, *Origins and Peoples of the Lake*. These, however good or bad they were, he said, could only reach at best about a million people. The real importance of the television series will be that it will fill the homes of many millions round the world who, he hopes, will be fascinated by the story of human evolution and heartened by the impact of his message.

"I am not expecting that the series will solve the world's problems. What I do believe is that we can show that as a result of archaeological and other work that it is possible to look at the future and the present without the nagging suspicion that it has always been like this, because it hasn't."

Placing a stake on a badly-dealt hand

Union leaders are complaining that the pay talk cards are stacked against them. David Jobbins reports

Union leaders have bitterly complained that they are entering next Monday's first round of talks on college and polytechnics' pay with the cards stacked against them.

A main cause of their discontent is the realization that the use of arbitration as a way of extracting a higher award from unwilling local authority employers has been rapidly blocked by the Government.

Its impact could be all the greater in the current round with the authorities determined to hold lecturers to the 6 per cent cash limit under circumstances in which a well-argued case before an independent arbitrator might have produced a larger award.

The employers' view of the teachers' case is apparent from their initial offer of only 4 per cent and the thinly-veiled threats from some of the hawks that an even lower opening bid would have been in order. There is still a residual feeling that teachers got away with more than they deserved last year, even though this issue was not formally raised when Burnham primary and secondary schools for the first time in the new round.

The teachers dismissed the offer as "insulting" and it would be surprising if lecturers responded more favourably. They are to seek a 15 per cent rise on Monday, to reflect the pay and inflation movements since April, 1980, and to restore lecturers' position in the pay league.

In opposing this argument the employers are sure to point to the latest figures showing that the rise in average earnings is already slowing up and inflation, creeping perceptibly downwards for the past eight months, could be as low as 11 per cent by the late spring, although this could be upset by whatever measures the Chancellor of the Exchequer adopts in his Budget on Tuesday.

While the underlying rise in average earnings is now down to 18.5 per cent a year, the figures for December, the latest available, suggest an increase of less than 10 per cent a year. The Department of Employment is said to expect more rapid fall as the pay round subject to the 6 per cent initiative gets more under way.

Inflation, too, could be falling quickly by the time the lecturers' settlement is due in April. It was 13 per cent a year in January, compared with 15 per cent in December. But the main thrust of the lecturers' argument will derive from their continued anxiety over the erosion of the salary levels established by the Houghton committee and immediately savaged by the effects of incomes policy.

Even the 14.8 per cent awarded by an independent arbitrator awarded last summer and after weeks of agonisingly overturned by the Cabinet would lead to further erosion, lecturers claimed. The lecturers are also seeking full pro-rata pay for all part-time staff, something partially achieved last year but in a way, which even defenders of the deal regarded as a second-best. They also want the recent deal on research assistants' salaries to be modified so that none are paid below the minimum for the lowest-paid lecturers.

Union leaders are, angered by the way the employers seem to be dragging their feet over agreeing to an independent review of a salary structure which both the Clegg Commission and the arbitration report recommended.

Natthe wants this review body to be established quickly to deal with the range of improvements it is seeking in a pay structure which is out of line with the profession's career structure in terms of the duties lecturers have to perform.

A major objective is the improvement of promotion prospects and freeing logjams of lecturers stuck at the top of their scales awaiting more senior posts to fall vacant. Particular concern is felt for the 20,000 on the lecturer scale, which is the lowest in further education. Natthe wants automatic transfer to the lecturer 2 scale from the top of the L1 scale. To improve career prospects for lecturers teaching non-advanced work, the union wants more senior posts to be introduced. A similar approach is called for at the top of the careers scale, where Natthe wants action to achieve prospects comparable with the universities for polytechnic staff.

Natthe wants this to be brought about the creation of more principal and senior lecturer posts, and by greater use of appointments under existing reader and "academic post above reader" arrangements.

Concern at the career structure in the polytechnics is mirrored in the submission by the Association of Polytechnic Teachers' union to the Burnham further education committee.

Natthe is also to return to the vexed question of part-time lecturers when it argues for associate lecturer status for all staff working six hours or more a week for the same authority, and better staffing and pay arrangements for adult education.

The employers have already indicated their reluctance to deal with structural questions and their opposition to any suggestion of a further independent review.

The breakthrough on Monday may well come as a result of the speedy 7.5 per cent settlement secured by Scottish teachers, which has increased the pressure on English Education authorities to increase their offer.

The Scottish claim too had been for 15 per cent, but the initial offer was 6 per cent. But a further surprisingly brief, round of negotiations produced the formula which is now likely to be regarded as the starting point south of the border.

Under the deal every teacher and lecturer is to receive 6 per cent, with the additional 1.5 per cent distributed to boost lower salaries, inevitably depressing differentials.

The Scots were aided by a relatively small payroll compared with England and Wales, and by the more sympathetic attitude of the employers. English lecturers can expect no such liaison, however reluctant, with their employers. It may, however, be difficult for English employers to resist the case for 7.5 per cent, however steadily they argue they are not able to pay.

A similar proposal for redistribution in favour of the lower paid is likely to meet with opposition from some quarters. Principal among these is APT, which is ready to use any ammunition that supports its case that Natthe is interested only in adding the bulk of its members in further education and when the chips are down will not work for polytechnic staffs.

Even if APT has a seat on Burnham at this stage, and despite the absence of any announcement from the Department of Education that it is still not ruled out, it is unlikely to have the influence to block such a move. It would be lucky to have more than one seat and could still be outvoted by Natthe and the TUC-affiliated union's allies.

One aspect of the Scottish settlement both sides in England and Wales would wish to emulate is its speed. Only two meetings of the negotiating body were necessary in stark contrast to last year's lengthy delays and interminable wrangling.

Natthe the unions nor the employers want a repudiation of the similar complexities which surrounded the deliberations in the Burnham committee and a quick settlement is still possible.

If this occurs academic life will have become fully politicised and wholly corporatised and university administrators will respond in the same manner to the demands of academic union leaders as they have to those of student unions the passport to academic employment may well become a union card rather than a scholarly credential. There is no doubt that we have been transformed into a series of miniature corporate states ruled by tripartite elites from student unions, academics' associations and administrators.

For the above reasons this writer concludes that although student unions and elites in Australia are being seriously eroded by a combination of the following: redefinitions of the role of a university; the policies of university administrators; the activities of ideologically motivated students and academicians; the erosion of academic freedom in some quarters. As Professor Peter Berger has pointed out learning and scholarship are being increasingly divorced from freedom by the managers, ideologists and entrepreneurs of the "Knowledge Industry".

The author is senior lecturer in politics at the University of Western Australia.

in the genesis of great art

Henry James) are indispensable to the question I want to come back to. There is a difference, one which is crucial to the relations between literature and the society on American ground, in these relations which are crucially into the region of "culture"? (How much is American poetry and fiction, or particularly when it is of a seriousness, matter in America?)

special exceptions which must be made to) can only envy. Their music is so varied and magical of genres, grand and colorful, that it is hard to choose. In New York, but to Santa Fe, to the mountains of New Mexico, to the South, to Indiana, and now to the West, to Virginia, that one will go to hear some of the finest musical performances in modern days. The long-playing record industry has made the availability of tapes and recordings to the music-lover a most modest means—an available, highly developed, more actively marketed in America than in any other country.

is anywhere else in the history of music, from the rian chant to the electronic synthesizer, a dimension of the class home. American bells the world. Where, on earth, there more or better libraries which have shown

This "revolutionary" event will take place, it will, naturally, have a European cause and substance. American libraries are the manifold Alexandria of western

proceeds on the assumption that we are doing what we explicitly deny: giving our views concerning the Pol Pot regime.

The author is professor of linguistics at the Massachusetts Institute of Technology.

[illegible]

BOOKS

Invitation to a Socratic dialogue

Social Justice in the Liberal State
by Bruce A. Ackerman
Yale University Press, £11.00
ISBN 0 300 02439 8

by D. D. Raphael

The publisher's blurb says that this is "certain to become the most important work in political theory since John Rawls's *A Theory of Justice*". A bold claim, but one that has my support. Bruce Ackerman's book is original in conception, persuasive in argument, and attractive in style. It is an outstanding contribution to political philosophy in general and an impressive defence of liberalism as a creed.

Where Rawls's work depended on the theoretical device of a social contract, Ackerman's depends on the alternative device of dialogue. And what, you may ask, is remarkable or original about either of those things? The idea of a social contract had its heyday in the seventeenth and eighteenth centuries, and goes back well beyond that time to Plato. The idea of conducting philosophy by means of dialogue goes back further still to Plato's master, Socrates. Indeed they do: there is nothing novel in the devices themselves. What is novel is the use to which these devices have been put.

Rawls gave the hypothesis of a social contract a new role. Traditionally it had been used to justify political obligations; Rawls used it to elicit the principles of justice. More to the point, he dressed it in a new guise; he clothed his contracting citizens with a "veil of ignorance" about their individual circumstances and abilities, the idea being to render the choice impartial, although made from the standpoint of self-interest. There is in fact no need to do this in order to reach impartiality, but all the same it was an imaginative conception which made readers look at the whole subject in a new light.

Ackerman has done something similar. The dialogue form has traditionally been used in philosophy to give a dramatic semblance of fair dealing as between opposed points of view; Ackerman uses it to elicit the principles of justice, and to render the choice impartial, although made from the standpoint of self-interest. There is in fact no need to do this in order to reach impartiality, but all the same it was an imaginative conception which made readers look at the whole subject in a new light.

philosophy usually look excessively simple once they have been made. The method works like this. Ackerman lays down at the start two principles of rationality as applied to politics, and one principle of neutrality. The first principle of rationality is that "whenever anybody questions the legitimacy of another's power, the power holder must respond not by suppressing the questioner but by giving a reason that explains why he is more entitled to the resource than the questioner is". Secondly, he states that the reasons given on different occasions must be consistent with each other. On neutrality he asserts that the reasons given are not acceptable as reasons for the suppression of views. Rawls's veil of ignorance turned his contracting parties into shadows of his own predilections. Ackerman's principle of neutrality simply calls a halt to the expression of opinions which do not conform to liberal principles. Needless to say, Ackerman allows some of his dialogues on contested issues (equality, for instance) to reach conclusions which he favours. But the structure of the argument does not assume that the reader must accept these conclusions. The invitation to dialogue is to reach a different conclusion by continuing the dialogue—so long as the liberal principles of rationality and neutrality are preserved. And in the last resort, Ackerman quite rightly asks whether the principles themselves, or indeed the procedure of dialogue, can be justified to those who would want to reject them.

The result is a brilliant book, ingenious and penetrating. It is also a pleasure to read. Many of the dialogues are written in a racy, colloquial style, while the exposition elsewhere is always clear and often striking (for example, "This is the stuff that saints are made of, not citizens").

As I have already implied, criticism of Ackerman's book should be directed at the method rather than the content. It is not clear that I find most of his conclusions congenial—and more true to the spirit of liberalism than are the conclusions of Rawls or Robert Nozick or Ronald Dworkin, all of whom are often described as modern exponents of liberal political philosophy. However, Ackerman's main concern is to persuade us to accept his method of liberal dialogue rather than the particular conclusions which he himself draws from it. If we want to challenge his conclusions, we need to ask whether it is not too restrictive to put all your eggs in the one basket of dialogue. The point can be brought out by quoting from a piece of dialogue in the book: "You mean that unless I can verbalize a complaint about one of the moves reached in this conversation, I'm stuck with it?" Just so. But is it reasonable to make entitlements depend on whether one can verbalize a complaint? Some people are less good at verbalizing than others. Some creatures, human or non-human, cannot verbalize at all. To qualify for citizenship, according to Ackerman, it is enough to say "I too am a person with ends in life; I am at least as good as you are". But when it comes to more specific entitlements, a greater

power of verbalization is needed. Ackerman infers from his citizenship qualification that a creature cannot be a citizen (the word is not a complaint but it is not in language); a talking ape or dolphin, he says, could be, if it said that it had purposes in life and was at least good at its interlocking; and speechless idlers cannot, though "true citizens may well extend the protective cloak of citizenship to such creatures". I think he reaches the right conclusion about the flow of the wrong reason, and that he is wrong about the talking ape or dolphin. On the speechless idler himself is clearly a little uneasy.

There is indeed a strong case for debarring the speechless idler from some rights of citizenship (such as election, certainly; voting, perhaps) but not all (social security benefits, for instance). What of citizens of a liberal state? Certainly, as a liberal state, it has a speechless idler, but it has a member of the human community which does not depend solely on capacity for verbal communication. It depends on a minimum consensus of human "ends in life". By the same token, the ability of the ape to talk is not enough to give him the rights of a human being, although the rights of citizenship do not necessarily imply, as he does not necessarily imply, that non-human animals are entitled to nothing from human beings. In the end, the ape, and the dolphin, whether or not they can verbalize in human language (or in a matter in non-human form of expression), have their own "ends in life", and a considerable measure of human beings, not only in modern western civilization, but in all that we should think of as animals as entitled to the same rights of citizenship as we are. Entitlements need not depend on the capacity to use human language.

It is a remarkable fact that the last decade three American Rawls, Nozick, and Ackerman, have produced outstanding books in expression to the political philosophy of liberalism. One of the most striking features of the material is that we should think of animals as entitled to the same rights of citizenship as we are. Entitlements need not depend on the capacity to use human language.

Secondly, we need to ask whether it is not too restrictive to put all your eggs in the one basket of dialogue. The point can be brought out by quoting from a piece of dialogue in the book: "You mean that unless I can verbalize a complaint about one of the moves reached in this conversation, I'm stuck with it?" Just so. But is it reasonable to make entitlements depend on whether one can verbalize a complaint? Some people are less good at verbalizing than others. Some creatures, human or non-human, cannot verbalize at all. To qualify for citizenship, according to Ackerman, it is enough to say "I too am a person with ends in life; I am at least as good as you are". But when it comes to more specific entitlements, a greater

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D. D. Raphael is professor of philosophy at Imperial College, London.

Drawing attention to a blot on the statute book



Duncan Campbell, Crispin Aubrey and John Berry on their arrival at the Central Criminal Court in September 1978.

Who's Watching You? Britain's security services and the Official Secrets Act
by Crispin Aubrey
Penguin, £1.50
ISBN 0 14 022283 9

Some 10 years ago the judge who presided at the Sunday Telegraph case suggested to the jury that the notorious section two of the Official Secrets Act should, in recognition of its forthcoming sixteenth birthday, be pensioned off. In late 1972 the Franks Committee agreed, recommending that section two should be repealed and replaced by an Official Information Act, with a much narrower scope and greater safeguards. The committee's proposals received a measure of support from all political parties, but not until 1978 did a White Paper appear setting out legislative proposals broadly along the lines of Franks. A government bill seeking to replace section two—though not in a satisfactory or acceptable form—eventually appeared, in the autumn of 1978, and it then disappeared without trace in the immediate aftermath of the Blunt affair. Hence the Official Secrets Act 1911, as amended in 1920 and 1939, remains intact, and section two is surely likely to see its seventeenth birthday in August of this year.

Section two, which has been described by one eminent authority as a blot on the statute book, is principally directed against the unauthorized communication or receipt of any official information of any description. It is riddled with obscurities and the only safeguard is the fact that prosecutions under the Official Secrets Act require the consent of the Attorney-General. For

some years after Franks, the Attorney-General was reluctant to bring prosecutions under section two. In 1972 and 1978 there was a rude awakening, arising out of the ABC case, so called because of the names of the three defendants (Crispin Aubrey, John Berry, and Duncan Campbell), which extended from Cambridge to the House of Commons. It was a remarkable case by any standards. A variety of issues arose during the course of the complicated proceedings: these included the scope of the Official Secrets Act, the role of the Special Branch, jury vetting, and unexplained aspects of the law of contempt of court and of contempt of Parliament.

Crispin Aubrey, one of the defendants, has now told the story for the defence. His story is an interesting one, not least because of the much-publicized names and controversies which emerged from the prosecution. The ABC case itself was an offshoot of the Agee-Rosenberg deportations, and Crispin Aubrey and Duncan Campbell (both journalists) were arrested after an interview with a former soldier (John Berry) in London in February 1977. In all, nine charges were brought against the defendants, four under section two, and five (surprisingly) under section one, which deals with the disclosure of information which is prejudicial to the defence of the realm.

plunging of one of the section two charges (a charge against Campbell) was dropped during the trial. The Attorney-General at the time, Lord Hailsham, dropped the trial judge, dropped the section one charge, and at the end of it all, the three defendants were acquitted. The effect of the ABC case was to bring the Official Secrets Act into the public eye, and to bring the section two charge into the public eye. The section two charge is a blot on the statute book, and it is time to draw attention to it. The section two charge is a blot on the statute book, and it is time to draw attention to it. The section two charge is a blot on the statute book, and it is time to draw attention to it.

D. G. T. Williams is reader in law at the University of Cambridge.

BOOKS

The Roman lower classes

The World of the Citizen in Republican Rome
by Claude Nicolet
translated by P. S. Falla
Batsford, £22.50
ISBN 0 7134 0368 3

The great Byzantinist N. H. Baynes was once heard to growl, on inspecting a new book on a subject which his author had never previously tackled in print: "One would have expected some *Vorarbeiten*." Such a reproach could not be made against Claude Nicolet, whose bibliography here lists four monographs (one of them the massive two-volume work on the equestrian order) and 35 articles from his own pen. He has previously focused mainly on Rome's ruling elite, but now shows that he does not subscribe to Ammianus's maxim about the activities of the lower classes being unworthy of detailed attention.

What he has produced is a kind of handbook describing and analysing what he calls the "Roman citizen" involved in the period from the third century BC to the fall of the Republic. Citizenship itself comes first, followed by chapters on the census, on the army (three short ones), fiscal obligations, voting rights (mainly on law and the courts) and *popularitas* (on public funerals, games, shows, etc.) in

attempting a synoptic picture he naturally encounters difficulties. Most of his carefully indicated evidence comes from the last century BC or later. There must be doubts about his interpretation of how the taxation system was changed in the middle Republic (argued at length in his monograph *Tributum*, 1976). Further, since he attaches so much importance to the census system which allocated citizens into property classes, it must be recalled that in the period after 70 BC, from which virtually all our evidence stems, no pair of censuses succeeded in completing their task: registration and classification of citizens, the purging and enlargement of the senatorial and equestrian orders, allocation of contracts for public works, and examining and reforming morals—for morality and politics were supposed to be inextricably intertwined at Rome.

He also deliberately omits any examination of the religious aspect of the citizen's life, a subject which he confesses to be "foreign to my tastes and abilities". A pity, perhaps, that he does not try nevertheless, since, for example, the importance attached by Augustus to moral and religious reforms suggests that these questions were of cardinal importance. Another topic—localities, colleges, and voting—may perhaps legitimately be called political parties—he reserves for future treatment. What he has pro-

vided here is both stimulating and solid. His copious use of lengthy quotations from ancient writers ensures that the reader is given a real insight into republican Rome. The original French edition of this book appeared in 1976, under the title *Le monde du citoyen dans la Rome républicaine*. "World of the Citizen" is a slightly different concept from *monde*, but in most respects there is little to fault in the translation. "Master nation", or, worse, "master race", is an unfortunate rendering of *peuple-roi* (why not just "ruling people"?). "Provincials" should not be added as a label for Gallia Cispadana, a sentence referring to various regions, tribes and cities; "regalium" is not much help to most readers as a translation of *regalium* and *regalium* is already a difficult word. The M. Nicolet really meant that the prosopographical method developed by the "Anglo-American school" seems to have reached its highest point in E. S. Gruen's *Last Generation of the Roman Republic* (1974), which he writes about in a footnote: *atque ut sitis limites avec E. S. Gruen, etc.* Otherwise there are occasional lapses such as *Gracchian*, and a few misprints in the text and notes, with a horrid cluster of several dozen in the bibliography. The last is a fault, but not a fault in the original, and misprints aside, its value is dubious, since the notes

(here at the end, not at the foot of the page) supply fairly full details of the modern books and articles cited. Perhaps if a reprint is needed—a paperback, for example—the six pages which the bibliography occupies could be made use of to extend the index, of sources and subjects, which is a genuine improvement on the original, but could be much fuller. Items such as "bribery", "clientship", "collegia", "veterans" are not listed at all though they might well be. The publisher might also persuade M. Nicolet to add a few pages at the end analysing the sources. Polybius and Livy, Caesar, Cicero and Sallust may need an introduction, and some of the works he cites are indeed commented on (for example, pseudo-Dositheos or the *Commentarii Petitionis*, which M. Nicolet adds a few pages at the end analysing the sources. 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BOOKS

In the beginning

Paradise Lost
by G. K. Hunter
Allen & Unwin, £10.00
ISBN 0 04 800004 3

Modern readers of *Paradise Lost* have become accustomed to feelings of profound inadequacy, to the feeling that unless we know the high-ways (let alone the by-ways) of seventeenth-century cosmology, Renaissance numerology, biblical exegesis, rhetorical theory, theology of the atonement or of predestination, and at the very least have a pretty intimate knowledge of Homer and Virgil (not to mention Grotius, Andreini or Du Bartas) we are really not going to get very far with Milton's poem. Professor Hunter offers yet another short book on *Paradise Lost*, but one which, among its many virtues, has the valuable distinction of treating the poem not so much as an object to be investigated but as a subject that demands response.

His fundamental assumption, richly demonstrated and argued, is that Milton's narrative technique and poetic power works most energetically on the level of reader response: audience manipulation, dramatic tensions, intellectual paradoxes. Certainly we have to make ourselves as "fit" as possible, but not at the expense of an openness to the poetry to move us. On the contrary, if we cannot appreciate and enjoy Milton's poetic designs we are not going to get very far with his poem.

Unimindful by "Milton scholarship," Professor Hunter glances deftly and economically at the major contentions and major interpretative insights the poem has generated. But it is, fittingly, a book without clusters of footnotes, untrammelled by annotation and heavy documentation, and it is a pleasure to read such a clean flowing text which itself expresses a critical purpose. (The error slip at the beginning and the dozen or so further misprints shake one's confidence in this printer but not in the author's.) The author's own account of his book will describe both its ambition and its method:

I argue for the poem's structure as a system of checks and balances, setting one generic effect against another, holding aesthetic and moral forces in proportion, allowing (for example) that Adam's decision to fall with Eve has something of the mysterious power of a tragic act, majestic and fascinating in this allegorical clearly a Bad Thing from any doctrinal point of view. This otherwise abstract (and familiar) assertion is fleshed out with lively, illuminating and stimulating example, ranging from precise local criticism of syntax and simile to larger considerations of the epic mode itself and its relation to narrative, causality, drama and style.

Professor Hunter characteristically opens a chapter with a concise state-

ment of a familiar theme (for example "In *Paradise Lost* Milton offers us two accounts of Fall, one angelic and one human") and then proceeds to build variations on the theme, the original statement or theme, in its full richness it takes its place beside the other "symphonic" motifs that have grown from other simple tunes as the exploration proceeds. What emerges is a critical structure reminiscent of the structure of *Paradise Lost* itself—an extended argument in which everything is related to everything else. Anyone who has ever tried to write about Milton's poem knows only too well the problems of trying to set limits to a discussion—you cannot talk about Satan without talking about everything; the spectres of chance, necessity and freedom lie over every inflexion of voice, every tightening of muscle; you cannot see Eve eat the apple without seeing that it is an "historical event" which paradoxically exists beyond and independent of "history" in the sense in which epic history or poetry depicts it.

This is at the heart of Professor Hunter's view of the poem: Milton's characters are to be understood "in terms of intention rather than action" overarched by Providence yet inhabiting a "poem which operates of necessity in terms of preparation, expectation and fulfilment" and which at the same time asserts that "the meaning is that history can be escaped from and life returned to its beginning". As the account of Milton's adaptations of epic makes clear, in Milton's poem the story-line virtually disappears under the constant cross-hatching of "alternative perspectives". Milton's narrative technique, it is argued, both encourages and frustrates our native sense of a story: "what looks like progression from one point of view seems more like stasis when plotted from several points of view". It continually offers us "as if" fictions, so that what we think we are looking at (and not only the metaphorical War in Heaven, but Adam and Eve, Satan or Eden itself) is always a possible re-interpretation, a possible way of putting it—as Hunter brilliantly shows us when he comments on Leavis's scorn of "the laboured, pedantic artifice" of the description of Eden (IV, 225-55) and points out that Milton is saying that if you were to try to use art you might write as follows, but you would be wrong, since "not nice art... but nature's boon" poured forth profuse.

Above all it is a witty and readable book, lucidly persuasive, whether discussing the early drafts of the poem, examples of "Jehoviality", or offering its own set piece in response to Milton's War in Heaven, when the ultimate weapon, the chariot, or paternal deity, is wheeled out of its slot. This subtle and constantly challenging account of Milton's poem deserves an enthusiastic reception.

R. D. Bedford

Dr Bedford is lecturer in English at the University of Exeter.

Shakespeare's struggle towards a visionary style

Shakespeare's Poetic Styles: verse into drama
by John Baxter
Routledge & Kegan Paul, £12.50
ISBN 0 7100 0581 3

An intelligent alertness to the ways in which Shakespeare's dramatic language works to enact and define moral awareness makes this a book to ponder. If our distinctive being is to be found in language then our language measures our sentence; so that we are entitled to seek in those characteristic features of speech that make up the style of a dramatic character the quality of his perception, the extent to which he is able to merge his sense of his own being in a larger human perspective. The strength of Mr Baxter's argument is that it asks us to attend closely as we try to understand itself and offers some convincing readings of speeches in *Richard III* and *Macbeth*, among them an account of John of Gaunt's dying

speech which simply restores that old crayer to the moral centre of the play. The assumption that Shakespeare created a moral instrument out of the rhetorical categories of his day stands to be tried by its success in accounting for the values we find in the dramatic confrontation of styles, and in the various uses of such seemingly neutral forms as the heroic couplet.

Mr Baxter sets out to test in *Pulke Greville* and *Shakespeare* some heterodox views of Yorick Winters, who notoriously preferred the native plain style to Petrarchan eloquence, and insisted that the drama is inherently defective because the dramatist must imitate in his style the thinking of men less intelligent than himself. We are invited to see Shakespeare's development as a search for a fit style for tragedy, a style of mixed verse into dramatic language which would be capable of encompassing both the intimate and the sublime, and expressing through the use of individual

Elizabethan Grotesque
by Neil Rhodes
Routledge & Kegan Paul, £12.50
ISBN 0 7100 0599 7

The Elizabethan grotesque "derives from the unstable coalescence of contrary images of the flesh: indulged, abused, purged and damned". The grossness of the flesh is constantly juxtaposed with all pure abstractions which affect to oppose it, whether religious, political, social or moral. The phenomenon is recurrent though the form varies. From the sixteenth century it is most familiar in the paintings of Bruegel or the writings of Rabelais and Aretino. How many Elizabethans could understand Aretino in the original Italian? But Dr Rhodes can argue persuasively that Nashe also read him.

The first part of this book is largely about the characteristics of Nashe's prose, his satiric journalism and his immediate influence. This is familiar ground and Rhodes does not expound its specific targets, but that is chiefly because his aim is to analyse the grotesque itself, not its local applications. The distinction is always awkward; here it leaves him rather uncertainly poised between Schneegans's insistence on the satiric function of grotesque, and Bakhtin's on carnival celebration, and he is surely right to claim

that "where both writers go wrong is in assuming that there is an absolute rift between satire and saturnalia". There is not, but the paradox still needs more discussion: parody and therefore as satire as they are satiric. Rhodes suggests that it is because of his "recklessly subversive quality" that Nashe has been neglected, but never makes it quite clear what he subverted. On the one hand he used description of suffering (by execution) as a pretext for holiday; on the other he was haunted by the demonology of hell. More curiously, Rhodes asserts that sex did not figure in Nashe's grotesque language, but that later the removal of the demonic from comic prose allowed sex to infiltrate the language of the grotesque. It was prominent enough in Rabelais and Aretino: when, where, and why did it disappear?

In the second part Rhodes considers Shakespeare and Jonson, who both make structural use of the battle between Lent and Carnival. Falstaff is shown to be an obvious case of a saturnalian celebrant who is also a satiric agent, but the discussion of politics is very conventional (it is a pity to ignore A. P. Rossiter's essay on dialectical structure in *Antony and Cleopatra* and his earlier work on dramatic ambivalence). The handling of Jonson is more original: Rhodes points out that Jonson's aim is to analyse the grotesque itself, not its local applications. The distinction is always awkward; here it leaves him rather uncertainly poised between Schneegans's insistence on the satiric function of grotesque, and Bakhtin's on carnival celebration, and he is surely right to claim

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Nicholas Brooke is professor of English literature at The University of East Anglia.

The novelist's sense of the past

The Story-teller Retriever: the Past: historical fiction and fictitious history in the art of Scott, Stevenson, Kipling and some others
by Mary Lascelles
Oxford University Press, £9.75
ISBN 0 19 812802 9

"Anything processed by memory is fiction," the novelist Virginia Woolf has said. In this short study Mary Lascelles has attempted to analyse the nature and processes of the historical imagination, with particular reference to three writers of "historical" fiction, Scott, Stevenson and Kipling.

Following Kathleen Tillotson, Mary Lascelles draws the distinction between historical fiction strictly conceived and fiction based on the author's own immediate recollections, usually of childhood. She then further distinguishes between fiction where strict historical accuracy is the aim (as in much of Scott) and a reconstructive fiction (with Shakespeare the paradigm) where the historical record is subordinated to the author's imaginative requirements. The boundaries thus drawn map out an unmanageably large area, and imagination in such works as *Waterloo*, *The Heart of Midlothian*, *Wells of Hermiston*, which are generally and philosophically consonant, and the fictions of Proust and Joyce, which are clearly, are not. Similarly, to take a single instance, an adequate theory of "historical" fiction would need to account for such variations of liter-

ary strategy and historical perspective as can be found in George Eliot's *Romola*, Felix Holt and *Silas Marner*, suggest a wide spectrum of viewpoints. Miss Lascelles is theoretically weak. She offers no explanation or model of the relationship between historiography and imaginative literature and fails to apply available models, like those of Lukács, to both the historical and the literary. In the context of a new historicism, sketched by Herder and Hegel, and in a period of resurgent nationalism which rendered the static costume drama of the Enlightenment quite irrelevant. Similarly, at the zenith of the Victorian novel, Kipling looked back to their respective childhood mythologies. The Jacobites and Covenanters, Arthurian Britain, the Conquest, were all rendered deeply problematic as Empire reached its limits of growth. Miss Lascelles largely ignores these conditions.

Though failing to suggest a broad historical basis for her argument, Miss Lascelles does provide a fascinating and detailed account of the interplay of historical record and imagination in such works as *Waterloo*, *The Heart of Midlothian*, *Wells of Hermiston*, which are generally and philosophically consonant, and the fictions of Proust and Joyce, which are clearly, are not. Similarly, to take a single instance, an adequate theory of "historical" fiction would need to account for such variations of liter-

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chapter on literary language, particularly the problems of Scott's massive appendices in *Rob Roy* and *Silas Marner*, suggest a wide spectrum of viewpoints. Miss Lascelles is theoretically weak. She offers no explanation or model of the relationship between historiography and imaginative literature and fails to apply available models, like those of Lukács, to both the historical and the literary. In the context of a new historicism, sketched by Herder and Hegel, and in a period of resurgent nationalism which rendered the static costume drama of the Enlightenment quite irrelevant. Similarly, at the zenith of the Victorian novel, Kipling looked back to their respective childhood mythologies. The Jacobites and Covenanters, Arthurian Britain, the Conquest, were all rendered deeply problematic as Empire reached its limits of growth. Miss Lascelles largely ignores these conditions.

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Brian Morton has taught at the Universities of Tromsø and Ås.

BOOKS

What is suffering in animals really like?

Animal Suffering: the science of animal welfare
by Marian Stamp Dawkins
Chapman & Hall, £7.50 and £3.95
ISBN 0 412 225 80 8 and 90 6

Last year a select committee of the House of Lords spent some months amending a draft of the Laboratory Animals Protection Bill. Their lordships found themselves swimming in deep waters. How, for example, were they to define an animal? This is no academic exercise when you are drawing up a law with penal clauses and severe punishments for persons who inflict needless suffering on animals: a carelessly drafted statute might make some biologist liable to fine or imprisonment for being cruel to a cockroach.

And why not? What evidence have we that cockroaches do not suffer as much as cats? And for that matter, what evidence do we have that cats suffer? Suffering has to be distinguished from pain, for it has to include fear, frustration, being confined (even if ever so comfortably) in a cage, and so on. Any law to protect animals against suffering has to take account of all these kinds of suffering. The naive attitude is to say: "If I wouldn't like it, the animal wouldn't either." But, as the philosopher Thomas Nagel pointed out in a serious essay in *Moral Questions* (Oxford University Press, 1979), entitled "What is it like to be a bat?", bats presumably do not find it revolting to live in a dark cave on a diet of wriggling insects. All that is needed with confidence is that readers of *The THES* would find it revolting.

Analogies with ourselves are not, alone, sufficient evidence for the feelings of animals. The maltreatment of animals is something that generates active and sometimes fanatical responses from many people. It is of great political importance, therefore, to have an acceptable law to protect animals from unnecessary man-made suffering (notice that we have to exclude other kinds of suffering: cats mustn't be permitted to catch mice). And no law would be acceptable which did not rest on an understanding of what suffering in animals really is like.

Unfortunately, the House of Lords committee did not have the benefit of Marian Stamp Dawkins' book. It would have saved them a great deal of trouble. For the book contains the most perceptive analysis of animal suffering I have read written with elegance and lucidity. Her purpose is not to judge whether or not animals should be

used for food, clothing, or as pets, or for testing of drugs, detergents, and cosmetics; it is to diagnose the signs of suffering in animals.

There is no objective way of knowing whether an animal, or any person except yourself, is suffering. But there are several subjective ways which, taken together, can help you to decide. Marian Stamp Dawkins examines each of these ways critically.

First, there is a crude criterion: is the animal healthy and productive? On this criterion, 20,000 broiler chickens might be supremely happy: they are healthy, they lay eggs; on this count alone the battery cage cannot be considered to be an abuse. Nevertheless, perhaps the chickens are suffering frustration: to spend one's life on less than 0.75 sq ft of cage-space may cause suffering even to a bird.

This leads Marian Dawkins to discuss the second criterion, the suffering that might be caused by obliging an animal to live in an "unnatural" life. A chicken that can't flap its wings, a tiger that can't chase prey: there is in both physically healthy animals still suffering perpetual frustration from their confinement. Here again the criterion is blurred; for some animals have been artificially selected for domestication over thousands of generations. A good egg-laying chicken, as Marian Dawkins says, is not just a jungle fowl which lays a lot of eggs. It has been selected for all sorts of other features, and it might be (probably would be) more likely to suffer if released into a jungle than if looked after in a chicken farm. So to observe the contrast between the way animals live in the wild and in captivity is, by itself, no reliable guide to whether or not the conditions of captivity constitute a sort of suffering.

The third criterion is physiological. It is well known that stress (and the suffering associated with stress) cause chemical changes in man and animals. There is a so-called "general emergency reaction" to stress which provokes the secretion of a hormone from the pituitary at the base of the brain, continuation of stress leads to exhaustion, and this is accompanied by further chemical symptoms, and abnormalities (as in people) like gastric ulcers. Therefore physiology (which, of course, involves the use of animals for experiments) is a valuable tool for assessing whether or not animals are suffering under stress. Though here, too, we have to be careful. Animals in the wild are constantly under stress, on the lookout for predators, escape from pursuit, seeking water at a time of drought.

And so to the next criterion: abnormal behaviour patterns. Here there is a great deal of accumulated experience that animals can suffer from frustration without having been physically hurt or put under stress. Cats and dogs can be trained easily to press an electric switch



Green Monkey, by George Stubbs (1798; Walker Art Gallery, Liverpool). Taken from *Reckoning with the Beast: animals, pain and humanity in the Victorian mind*, by James Turner, published by Johns Hopkins University Press at £7.50. Turner looks at the sentimentality and anthropomorphism of Victorian animal lovers, explores the increasing concern evident in the establishment of societies for the prevention of cruelty to animals during the nineteenth century, and interprets the movement's origins and development as a serious and lasting consequence of social change not only for the Victorians but for all Anglo-American societies since that time.

Is it not therefore arguable whether you are being kind to an animal when you exempt it from all stress? After all, we do not consider with the suffering of the goat-keeper in Manchester, United Kingdom, just because he is under stress during the game.

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to get food. If the switch now delivers a blast of air instead of food, the thwarted animal will show evident symptoms of frustration. But (Marian Stamp Dawkins warns) not all kinds of abnormal behaviour can be assumed to be indications of suffering. Chimpanzees in zoos sometimes spit at visitors; this may be because they are suffering from frustration; on the contrary, they may enjoy watching the flutter of the victims on the other side of the cage.

The likes and dislikes of animals can be studied by offering them

choices and (by analogy with ourselves) we may assume that they will reject choices which they associate with suffering. There are obvious limitations to the use of this criterion of suffering but it has a limited value. It can be used, for instance, to decide which sort of wire-floor a battery hen prefers. And finally there is the common criterion we all use: the argument from analogy. The little girl who dried and warmed up a frog because it was cold and wet illustrates the pitfalls of this criterion. But argument by analogy, coupled with a familiarity with animal behaviour, is a useful criterion. Every animal has what Marian Stamp Dawkins calls its "vocabulary of suffering". If you know the vocabulary, you can then infer that messages in this vocabulary are indications of suffering.

Marian Stamp Dawkins' conclusion is the kind that appeals to a scientist but may irritate a layman. It is that all these criteria taken together, add up to a fairly reliable way of diagnosing suffering in animals, but that no single criterion by itself is reliable. This is a major conclusion and I hope that those now responsible for drawing up a Council of Europe Convention on the treatment of animals used for experimentation, and also those in the Home Office who are trying to clarify the concept of pain before the 1876 Act on cruelty to animals is replaced, will study this book carefully before they make any decisions.

In a sort of postscript Marian Stamp Dawkins comes back to the practical problem I accomplished by mentioning the possibility of being guilty of cruelty to a cockroach. We just have to accept arbitrary decisions, she says, just as we accept a 30 mph limit on roads in towns and add up to a fairly reliable way of diagnosing suffering in animals, but that no single criterion by itself is reliable. This is a major conclusion and I hope that those now responsible for drawing up a Council of Europe Convention on the treatment of animals used for experimentation, and also those in the Home Office who are trying to clarify the concept of pain before the 1876 Act on cruelty to animals is replaced, will study this book carefully before they make any decisions.

Eric Ashby

Lord Ashby was chairman of the House of Lords Select Committee to amend the Laboratory Animals Protection Bill.

British farming takes its toll

The Theft of the Countryside
by Martin Sheard
Temple Smith, £9.00 and £4.95
ISBN 0 85117 200 8 and 201 6

The character of present-day agriculture derives largely from policies developed immediately post-war when Britain wished to feed a growing population with less reliance on imports, partly for economic reasons and partly from a lively recollection of U-boats. She had to restore confidence in peace-time agriculture, which had been much depressed in the 1930s, by securing fair returns for farm produce while keeping food prices down. At the same time, she wished to reduce the agricultural labour force and to free men for work in industry. It was not seen as either desirable or necessary to place farming or forestry within the control of the newly evolved town and country planning system. Indeed, they were not seen then as posing any threat to the quality of the rural environment. Thus, agriculture began to pursue the goal of increased output for each man, through growing mechanization, with no external system to monitor its activities and modify its policies.

Naturalists and archaeologists were among the first to become

aware that agriculture was having a damaging harmful effect on the countryside but their concern was muted partly by the feeling that this was a price of progress which they ought to be prepared to pay, and partly by the fear that, without farmers' goodwill, the losses would be worse still. The farming lobby was not slow to play on both these emotions and it is only in the past few years that the growth of environmental movement has made possible some independent scrutiny of the overall implications of continuing into the 1980s with agricultural policies which were designed for the very different circumstances of the 1940s and 1950s.

The *Theft of the Countryside* is the first general analysis to be published. After working for the Agricultural Research Council and then switching to studying town and country planning, Martin Sheard spent four years gaining practical experience of landscape conservation problems with the Council for the Protection of Rural England before obtaining a research fellowship at the Centre for Environmental Studies in order to write her own appraisal of the economic, social and environmental costs of agriculture in Britain today.

Those people already involved in conservation will find no surprises in the sad tale of lost landscape,

wildlife and ancient monuments. Indeed, the flurry of activity associated with the Wildlife and Countryside Bill now proceeding through Parliament has produced yet more evidence of the massive decline in habitat and species, directly attributable to agricultural intensification. To an extent, therefore, the book underestimates the extent of the losses. However, this only serves to reinforce the conclusion that, if farm improvement and intensification continue, many of our creatures will shortly follow the corncock, the otter and the large blue butterfly into virtual extinction in lowland Britain.

Where the book breaks ground which will be unfamiliar to many readers is in its examination of the social and economic implications of British farming. It records the deliberate rundown of the agricultural workforce over the past thirty years, resulting so far in a loss of nearly half a million jobs in England and Wales—a course very different from that taken by the French and one which seems increasingly hard to justify for the future. The author reminds us that agricultural use of energy is now comparable, man for man, with that of heavy engineering and that much of this energy must be imported. She also exposes the contradictions of strong counter-arguments to the

familiar views that ever-increasing agricultural production is necessary as a means of import saving, to make us self-sufficient or to feed the third world.

In addition to a substantial freedom from planning control, and huge concessions on the payment of rates, farmers also receive distinctly favourable treatment in several other respects. It is startling to learn that there is one civil servant directly involved in agricultural matters for every 21 farmers and that, on average, each farmer receives about £8,500 in out support payments from the taxpayer and consumer. Given that some farmers unquestionably receive far less than this, one can only assume that others receive far more. Although this figure has already been disputed, no one has yet come up with a convincing alternative.

Given the high level of incentive to expand farm production, it should be clear that a comparably effective mechanism must be needed to safeguard the vulnerable parts of the landscape. The book examines the strengths and weaknesses of the national parks, areas of outstanding natural beauty, and Sites of Special Scientific Interest. It also scrutinizes the range of broadly educational measures with which the Farming and Wildlife

Advisory Group, the Countryside Commission and others have attempted to encourage farmers to protect and create habitats rather than destroying them. Inevitably, the author concludes that more effective measures are required if the process of destruction is to be halted. She argues that the remedy is to bring agriculture and forestry under planning control, to be administered by nine regional authorities for England and Wales, and to create six new National Parks to protect selected areas in the lowlands.

One may not agree with the author's final conclusions, nor with certain aspects of her overall case. Farmers will certainly argue that the book is very one-sided. However, it is indisputable that agriculture has done and continues to do massive environmental damage and it is important that a far wider audience should be aware of this, and be drawn into discussion on the possible solutions. In this, *The Theft of the Countryside* will play a timely and important role.

John Andrews

John Andrews is head of the conservation planning department of the Royal Society for the Protection of Birds.

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Union view

Monster that should be left on the shelf

The paper by the Secretary of State proposing a public sector higher education committee, published in the *THES* on February 6, makes it clear that the Department of Education and Science is looking for a means of managing the contraction of public sector higher education; that this is to be undertaken for financial, not educational, reasons; and that the DES does not believe that the local authorities will assist in the rundown of major institutions for which they are responsible. National coordination of local initiatives, as envisaged by the Oakes report and the Price Committee is not enough. Mr Carlisle is committed to the removal of the bulk of advanced further education to a new sector controlled by a new body funded only by central Government appointed by the Secretary of State and directly responsible to him.

Opposition from other Government departments and from organizations concerned with education has apparently caused a rethink within the DES. A re-drafted paper is due before Easter, but this is likely to bring forward similar ideas.

The Secretary of State's paper links resource constraints with the assumption of sharply declining student numbers, in order to demonstrate a need for the contraction of higher education as a whole. However, the paper deals with it in isolation, and still leaves a substantial part of this provision outside the proposed new body.

It makes no attempt to analyse alternative strategies to respond to the demographic downturn after 1984. The bald statement "the prospect of sharply declining numbers" is the sum total of the consideration of the complex educational and social issues involved, which generated considerable debate

in 1978-79 around Higher Education in the 1990s, and led to a wide-spread endorsement of various forms of that document's Model E, a programme for using the demographic downturn to extend educational opportunity.

The educational arguments for such an alternative have been strongly reinforced in the intervening period by the growing unemployment crisis, which has hit young people particularly severely and the economic recession which has hit traditional industries hardest: recovery will depend heavily on an extension of training and retraining programmes. For economic and social reasons as well as educational ones, this is no time to develop a policy which will consciously reduce the output of highly trained manpower. The paper refers to the need to develop a "cost-effective" system. This is a very difficult and politically loaded concept, as has been demonstrated by the difficulties faced in the DES-based Stephen Jones group's attempts to arrive at a viable and fair system of unit costing.

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The proposed committee would be responsible for 98 institutions: "29 of which are now polytechnics"; 38 other institutions maintained at present by local authorities; and 31 institutions already centrally funded. The paper and more particularly the annex, recognizes the degree to which advanced work is dispersed throughout further education. While the proposed committee is provided in 404 institutions in total, 365 of these are local authority maintained institutions and the latter are part of the maintained further education system comprising 517 institutions in all. Thus, over 70 per cent of local authority institutions have a stake in the committee, but only 13 per cent will be included in the new arrangements. This is of critical importance, since it will be responsible for institutions not for courses. There is no discussion in the paper of courses which fall outside the institutional framework. This would be an extremely rigid

and narrow system leaving out a great many institutions altogether. The DES argues that the institutions included cover 87 per cent of full-time and sandwich course students. However, the present geographical spread of courses enables many more students to enter higher education than would otherwise be the case, particularly part-time students, whom the paper discounts and to whom an unrealistic FTE conversion factor is applied to reduce their importance. In fact there were 156,000 part-time students on advanced FE courses in 1980, as against 93,000 full-time and sandwich students.

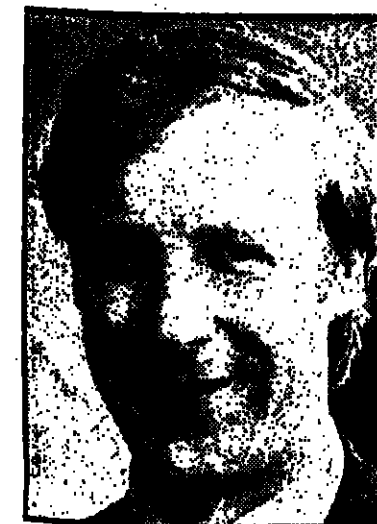
Many other problems can only be touched on here: the future of non-advanced work in the designated institutions, the unrepresentative nature of the committee itself; the practical problems of imposing cuts on the planned scale; a further disruption and cutback of public sector teacher education (which would be included within the new sector in its entirety); the creation of further rifts between the higher education systems of England, Wales, Northern Ireland and Scotland; and, most of all, the possibility that this "reorganization" like these which have afflicted other services, would mean a worsening of provision with no real savings, and the generation of new national and regional bureaucracies. The paper itself admits it expects no overall savings from the changed structure, but a transfer from local to national funding.

Is there an alternative? There has been a consensus for some years that national coordination is necessary, but equally it has been widely agreed that this should retain the fundamental principle of local authority control, and that it should maintain the flexibility of the present system by funding courses, not institutions. The Price Committee proposals last year for a colleges and polytechnics committee would meet both these vital criteria. Mr Carlisle should leave his Frankenstein monster on the shelf, and look once again at the Price proposals.

Paul Bennett

The author is education officer of the National Association of Teachers in Further and Higher Education.

Why belief in self-help is a mistake



Keith Hampson

A couple of weeks ago, a dozen MEs treated themselves to a debate on adult education. Though attracting little interest from my colleagues and even less from Labour members, it was not without passion, and as the minister, Neil MacFarlane, commented, it was "remarkably free of partisan feeling". We all wanted more of it. The public never ceases to be amazed by the practices of the Commons, but they may not appreciate that one of our indulgences is the holding of raffles: the Speaker now and then draws numbers out of a box and the lucky winners have the privilege of proposing Bills or—decidedly second-best—motions for debate.

A new Tory member for Hornchurch, Robin Squire, was the latest winner of the maiden ballot and he picked adult education. The problem with "adult" education is that no one really knows what it is.

This can be fatal when local councils run across it. Faced with militant school teachers and angry parents, adult education is an attractive and seemingly painless way of reducing an education budget. If you view it as a fringe activity used mainly by middle class ladies,

in my view, it has also never attracted the best of L.A. officers, and in the universities, despite a mending up of the extra-mural image, its practitioners tend to be looked on as infra-dig or second best. In the words of the minister "it covers an enormous range". Frankly, it will continue to be the poor relation and get nowhere as long as it remains such a wide-ranging and imprecise force. As I said in the debate the subject embraces something far too important to be allowed to be lost merely because adult education is still associated in most minds with flower-arranging and cake icing.

Leisure activities are undoubtedly important. Whether practical, cultural or intellectual, adult education courses can, and for many people undoubtedly do, enhance personal fulfilment, spark off new interests and help to ease the stress of life. But, when everything is said, they are not a critical part of the state's provision and, in all honesty, people have enjoyed them on the cheap for many years.

More recognized as of central importance are courses for the disadvantaged. No one can gainsay the brilliant success of the adult literacy programme. More than three million people have benefited from another benefit from the work of the adult literacy and basic skills unit. It is not just a matter of learning to read and write: help of other kinds is necessary to enable them to plug into society properly. In this area the Government has been generous in its support, considering the present climate.

But, once again, it is neither the whole nor the most important part of the story. The most vital gap in British education today is our inability to provide adequately the means to re-equip people with new skills, whether they be already in work or unemployed. When one makes such a specifically vocational pitch, it is a far cry from the backlogs of traditional adult education. But priorities there have to be, and this is it, in my book. Continuing education for all, irrespective

of ability to pay, must be our long-term goal, but no big-bang theory of reform will achieve it. We must make a start on a narrower vocational front.

The primary response of United Kingdom firms to falling productivity is to focus on restrictive practices and overmanning, adult retraining barely gets considered. Whereas according to a recent report by Professor Frank Bradbury and John Russell for the Chemical Industry Training Board, adult retraining features high on the list of management's priorities in the United States and Japan.

We suffer from a hang-over belief in self-help. I suspect we are hooked on the notion that people learn from their mistakes. Most do not. They simply go on making them. This applies to management as to the shop floor. Yet too much of the retraining debate centres only on the workforce. Far be it for me to despise entrepreneurs. We badly need as many as we can find. But the truth about modern industry is that most businessmen are not entrepreneurs; they are managers. And improved management skills can be taught.

We need an entirely new and concerted approach to on-and-off-the-job "life-long learning". And, above all, there must be a flexibility and a joint use of resources on a scale we have not seen before. Over the next two decades, there will be a growing surplus capacity, especially in the colleges. We need an educational "brokerage" organization that will link together neighbouring institutions using—on the Open University model—staff and resources of one to complement the other; courses tailored to particular local circumstances; it would be the natural extension of the short course work increasingly undertaken by universities. To get things moving more briskly, however, the DES ought to exploit the one unit of every area it funds directly: the extramural/adult departments. A small part of university funds could be re-routed in this way to ensure that these departments become internal "brokers", drawing on the talents of all other departments and their staff. Mr MacFarlane proposed a review of further and adult education, but much could be done in the meantime.

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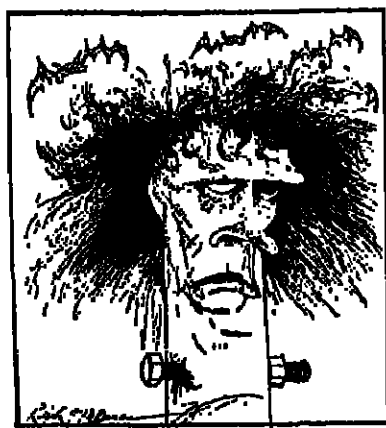
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We suffer from

Laurie Taylor



Monday

I awake to the shrill cries of the Obispo bird. These colourful creatures with razor sharp beaks and the wing span of a full grown Scottish eagle are a feature of the Krumbango campus, sometimes massing into flocks of well over 10,000 and swooping down low over the administrative block. Although not predatory, the Obispos do occasionally carry off sheep and goats from the Kumbelo hillside, and only last year, in an incident which is still talked about over coffee in the senior common room, snatched the deputy registrar from the verandah on which he was relaxing after a heavy morning of committee work.

Tuesday

I start work in my study this morning on a lecture which I am to give on "Deschooling: The Way Ahead". My task is made the harder by the general lack of interest in the topic among my new found colleagues here at Krumbango. Perhaps such indifference is understandable if not excusable in a country where formal education is not at present available for 50 per cent of the population. Nevertheless, I am determined to bring a glass of the local spirit—a mango-based liqueur called Sapristo. (Quite delicious).

Wednesday

My de-schooling lecture today. Feel like some Eastern plenipotentiary as I climb into the gaily coloured Tumbuko which the head of department has sent round for me. These are really little more than elaborate rickshaws, heavy wooden carriages which are cheerfully pulled around the campus by first-year student volunteers. They sway dreadfully but I have now discovered a way to wedge myself against the cushions, and can quite manage to mark scripts on the way to and from work.

Thursday

I am lying in bed when the house-boy brings in the post. How pleasant to find an airmail copy of *The Times*. Reading it gives one the welcome feeling of belonging to a quite delightful community of scholars, but without the irritation which might actually arise were one to meet them in person. Unfortunately involvement in the first-rate education on university planning is cut short by a glimpse of a macrambo spider disappearing under the fold in the counterpane. Although the actual thing of the macrambo is little worse than that of a swamp mosquito, their sheer size (slightly larger than a domestic rat) can be quite disconcerting.

Friday

Impossible to leave home for senior: this morning as the door is held fast by unusually large swarms of locusts. Comfort myself with the *THES* and generous helpings of Sapristo.

Saturday

Final assessment questions. House-boy seriously mauled by Obispo while he lies into living room while he is endeavouring to prise locusts off doorhandle. The white ants have eaten the *THES*.

Sunday

Badly bitten by Macrambo spider. House-boy delicious. Locusts regrouping. Renew AUT subscription.

Richard Tostie

The author is senior lecturer in education at Hull University at present attached to the department of development studies at Krumbango University in Northern Gumpali.

LETTERS TO THE EDITOR

The training of journalists

Sir—Peter David is too glib in stating that academics have "always been sniffy and...downright obstructive to the training of journalists" (*THES*, February 13). At the turn of the century academics were regularly courted, and listened to—if not always politely—by the Institute of Journalism when it was the only organization representing journalists. Birmingham University published a journalism curriculum in 1908, followed in 1910 by London University. The latter became, in very watered-down form, the basis for the Diploma for Journalism which ran at the university from 1919 to 1939. In its last five years it was centred in King's College and graduates of the 1939 class presently hold down jobs like editor, *Sunday People*, and diplomatic correspondent of *The Observer*. Graduates can be found in news agencies and other Fleet Street newspapers, but they rarely talk about their academic training in Journalism. The editor of the *Sunday People*, Geoffrey Pinnington, has described the course as "the most academically sound and printed every year a two-page statement about this diploma. Basically, it was a two-session course held in

the deep specialization in a narrow beam. We had subjects like law, with me and I found that sort of discipline...invaluable to me later..." Journalistically, Mr Pinnington says, he was put through it by the legendary Tom Clarke, Northcliffe protégé and former *News Chronicle* editor. "The course was ideal...and there should be a degree in Journalism whether you call it a degree or not where Journalism is the aim of everyone." Yours faithfully, Y. N. HUNTER, The radio journalism unit, London College of Printing, London, SE1.

Grants committee

Sir—I question only one statement in John Bevan's otherwise excellent analysis (*THES*, February 27) of the ministerial memorandum proposing the creation of a public sector higher education grants committee, and that is the statement "...the reasonable assumption that the validation of courses is left to the existing bodies..." It is surely the validating bodies that have been such a heavy contributing factor in the need for rationalization, and I here mean "academic" rationalization. I am not so naive as to think that the memorandum is proposing "an emancipation of the serfs" but I for one hope that it might lead to some curtailment of the powers of these validating bodies. One of them, the CNA, has become moribund in what, for an institution, is a remarkably short time. In your same issue, the article by Robin Alexander and Eileen Wormald lends support to my view.

It is refreshing to see that Mr Bevan treats the proposals in the memorandum as being worthy of consideration as a practicable proposition and does not just dismiss it in the cavalier way most have done.

Yours faithfully, PROFESSOR M. NORTH, Dean, Faculty of Social Sciences and Humanities, Preston Polytechnic

Opposing the cuts

Sir—I wish to dissent from the views expressed in your leader (*THES*, February 27) where you criticize the ACE's determination to rationalize. You suggest that it should accept some "damaging" cuts, in order that it may better oppose others, which would be "more harmful". However, such a strategy would fail since it overlooks an important point: the effect of cuts is harmful because the idea behind them is to harm. Therefore, to concede any cuts is to give assent to the willful damage of higher education. This would leave academic leaders in a weaker, not a "stronger" position to fight Mr Reagan's other proposed changes in student financial aid, since all future cuts would have to be fought separately, without recourse to general principle.

However, a review of the recently expressed concern between Mr Reagan and Mrs Thatcher on economic policy and the stated intention of the DES to introduce student loans here, it is alarmingly inappropriate to suggest a degree of compliance with such regressive changes, however well intentioned such suggestions may be.

Yours faithfully, E. J. GLOVER, 55 Bolate Park Gardens, London NW3.

Bulgarian survey

Sir—Your "Soviet sex survey" reported from the Medical Academy in Sofia (*THES*, February 20) would seem to confirm the Russian proverb "Bulgaria is not abroad." Dr A. KEMP-WELCH, Nottingham University.

Graduate nurses

Sir—I read with interest your article "Every Chance of Recovery" (*THES*, January 30) concerning the introduction and current status of graduate nursing programmes in this country. However, "success" as measured simply in completion rates is surely "missing the mark". Naturally, completion rates on any course are very important—but genuine "success" is surely better measured in terms of the impact of graduate programmes on the development and practice of effective nursing, including the preparation of graduates able to develop the research base of nursing as an academic discipline.

Here in Sheffield it has always been our intention to utilize maximally available educational resources both in the polytechnic and in the Area Health Authority. The resultant course submission reflects this, in that it is a joint venture between the polytechnic and the Sheffield Area School of Nursing, an academic and organizational fusion which offers enormous benefits to would-be entrants to the nursing profession. It has been found in the school of nursing that many candidates have qualifications above the minimum entry requirements that include one or more A levels. It is in this respect that we consider it vital that the range of course opportunities needs to be discussed with the candidates in the light of their interests, abilities and existing knowledge of what might be available.

David Jobbins's reference to the "large volume" of our submission via a university submission was slightly paradoxical. It would be patently absurd to equate quality of content with weight. He did not state that the document sets out such aspects of the course as its underlying philosophy; organization; subject inputs; and their interlinking relative to course aims and objectives.

CNA's report

Sir—The article with its sensational headline "CNA's attacks South Bank" (*THES*, February 20) is a biased account of the CNA's report and its selective and inaccurate reporting is unworthy of your columns. The CNA's chief concern at any visit is to establish the quality of the total educational experience it provides for its students. Provided the quality is satisfactory, they make the point that the academic organization and structure is largely immaterial. In this context, the CNA's report recognizes the high quality of many of the courses which the college has made in many areas including the library and computer services.

Nevertheless, the report appears to concern itself unduly much with organizational matters.

The statement in your article that the college was a standstill on all initiatives from 1978 to 1980 is a travesty of the truth. The report

cooperation with Bedford College, Kings College and the London School of Economics. The aim was to give a sound intellectual training, with experience in practical work for the profession of journalism. The course was open to matriculated students of not less than 17 years of age. Graduates were permitted to complete the course in one year rather than two. The annual report of University College London for the session 1937 to 1938 states that "the present session marks the close of the college's participation in the scheme. Bedford College and the London School of Economics withdrew some time ago. As from 1938-39 the work will be concentrated at King's College which is so favourably placed in relation to Fleet Street and its opportunities for practical work." What happened to the diploma when it moved down to what we normally call "that place in the Strand"? I do not know.

Yours faithfully, JOSEPH W. SCOTT, Librarian, University College London

An essential adjunct to clarity of the submission must be the validating process itself. The exercise currently undertaken by the CNA provides opportunity for rigorous examination of the submission, and for discussion with the course team, by a panel drawing on mainstream educational expertise at both academic and professional levels. Recent CNA proposals (eg "Partnership in Validation") underline the importance accorded to this interactive process, and are to be greatly welcomed.

The "success" of graduates from nursing degree programmes must be set against their absolute numbers—1 per cent, as quoted in the article—and their probable uneven distribution nationally. The "broad sweep" of nursing care within a traditional framework of professional preparation, albeit the picture is slowly beginning to change, reflecting the lead given by the GMC in promoting a systematic approach to nursing care. It will take some time before the contribution made by nursing graduates will be increasingly harnessed by a mode of educational practice based upon research and to which will increasingly be added the research efforts of nurse practitioners at all levels in the profession, regardless of their original educational and training backgrounds.

The difficulty associated with finding appropriate course leaders for graduate programmes in nursing is, one hopes, a temporary one. With increasing numbers of nurse graduates entering the profession, it is encouraging to feel that there is at least will provide the necessary amalgam of professional/academic leadership so necessary if such courses are to succeed in the probability of an increasingly effective nursing care system, and in the emergence of nursing as an academic discipline in its own right.

Yours faithfully, A. PAYTON, Director of Studies, BA nursing course, Sheffield City Polytechnic.

Pluralism

Sir—Rita Donaghy comments with secretaries at university departments, members of staff when they are pressed to type a hurry "someone's name" and she would appear less out of depth and less leaving one wondering that the gender of the person is neuter, and require adjectives in the neuter.

Soon you might start accepting articles from contributors who use "data" and "media" as nouns.

Yours faithfully, KAROL KROTKA, Department of Psychology, Alberta University, Canada.

Fines for theses uncompleted

Sir—I refer to a brief article indicating that Bristol University is currently considering the imposition of fines on students who fail to complete their PhD theses within a given time (*THES*, February 27). Leaving Bristol aside it does seem a sorry state of affairs when we have to start talking about fining scholars. Our legal systems require parents or guardians to attend courts when a juvenile commits a felony. I presume in any emergency schemes to fine PhD students the doctoral supervisor will stand alongside the guilty student, acting in loco parentis?

Seriously, may I restate what I said last year in the *Bristol Evening Post* Institute for Advanced Studies that there is a need to have a much closer working relationship between postgraduate scholars and their supervisors. I say this because I am particularly concerned about the possible adverse psychological and other implications which may result from the non-completion of doctoral work. In effect, every time a person fails to complete a PhD what we are really producing is a high level of self-censorship cannot be good for individuals or the nation. Students must not be too censored during their research work. However, I believe that a more active role by some supervisors would go some way to increasing the probability of success of their PhD students. When perhaps we will not even have to talk of things like "punishing" students.

Yours faithfully, DENNIS D. F. MARSH, Senior lecturer, Middlesex Polytechnic

Sir—The argument depends on what you consider to be the function of the PhD, in different fields, in Britain, today. If you believe that the PhD is a research project, then it is possible to fix a period. If you believe that this marks the satisfactory completion of apprenticeship in research, then with a competent supervisor and a competent student, three years full time is usually sufficient. This brings a wider argument. The former belief leads to the view that the purpose of PhD work is to produce research results, and the latter that it is to produce a future research worker. A former argument then is how many such research results, or how many such trained people, do we need or afford.

Yours faithfully, PROFESSOR D. N. BARNON, Department of Chemical Pathology, Royal Free Hospital School of Medicine, London NW3.

Checkov criticism

Sir—In his review of Victor Gollancz's *Checkov*, the *British Heritage* (*THES*, February 20) Richard Richards includes what he calls "Russian critical works" published in English. In fact, this book was written in English as a series of lectures in the United States in 1901, and published in Britain and the United States in 1905, all in English.

Yours faithfully, NICHOLAS WALTER, Freedom Press, 845 Whitechapel High Street, London E1.



Not the National Body

Mr Carlisle's memorandum to his colleagues in the Cabinet about the need to establish a national body for non-university higher education has justly become notorious since it was published in full in *The THES* a month ago. Even those in the polytechnics and colleges who have been most restless under continuing local authority control had to swallow hard when they read it. No amount of nervous hoping that everything will be all right on the day (in 1984 when public expenditure is no longer being so fiercely repressed?) can conceal the memorandum's harsh tone of penny-pinching philistinism.

Those whose support for a national body has always been lukewarm, like Naffine and the local authorities themselves, are now in a commanding position to say "We told you so" and are clearly determined to resist Mr Carlisle's plans to the end. For, having lost everything under the plan, local authorities can have no interest in moderation while Naffine no doubt feels the integrity of the union is at stake.

So there is already a clear danger that the baby (the national body) may be thrown out with the bathwater (the present Government's determination to cut the polytechnics and colleges down to size). This would be a most unhappy result because the idea of a national body is substantially discredited by Mr Carlisle's crude attempt then the possibility of creating a national organization for non-university higher education will be very much reduced. While this national body must be rejected, we still require some kind of national body. In case Mr Carlisle has had second thoughts, we provide him below with another memorandum to send to his Cabinet colleagues.

NOT THE NATIONAL BODY

(1) This memorandum argues that the Government should establish a new structure for the management, and development, of all post-secondary education for students aged 16 and above, provided outside universities. In the medium term the universities too should be assimilated to this new structure.

BACKGROUND

(2) At present there are four main types of postsecondary education for adults: 1) academically determined higher education, which is provided mainly in universities, 2) professionally and vocationally determined higher education, which is provided in polytechnics and adult education centres but also by many other colleges, polytechnics and universities.

(3) Postsecondary education is provided in 45 universities, 550 polytechnics and colleges, and more than 8,000 adult education centres. Although a rough division of labour, such as has been described in the previous paragraph, already exists, it should never become Government policy to continue individual institutions to the detriment of a more bureaucratically determined job descriptions.

(4) The management of postsecondary institutions is at present extremely diverse. The universities are autonomous institutions. Many colleges of higher education are voluntary institutions. The polytechnics and colleges of further education are maintained by local authorities. In addition there is a small but important sector of direct grant institutions. It should not be the Government's intention to try to harmonize particular types of institutions, let alone the style of postsecondary education they provide, with particular forms of management.

(5) The 1980s will be a decade of rapid change for postsecondary education. The present reductions in public expenditure will force institutions to reexamine their priorities and practices, and also oblige the Government to take more determined action than in the past to protect excellence. The decline in the number of 18-year-olds after 1984 will have a similar effect. The number and quality of engineers, technologists, and technicians will have to be improved if Britain is to be able to compete successfully with other advanced nations. Changes in work patterns arising from higher unemployment and the accelerating obsolescence of job skills will place greater importance on mid-career education and training. The effect of all these factors will be to change radically the present priorities of postsecondary education.

(6) It is important for the Government to maintain a clear distinction between the strategic planning and the detailed management of postsecondary education. There is no way in which the second can be improved unless attention is paid to the first. Without some more positive indication of the direction in which the whole system and its various parts are likely to move, any new scheme of management is likely to produce as much chaos and inefficiency as the present one.

(7) For this reason the Government should establish a Postsecondary Education Commission (PSEC) which would have the formal duty of advising the Government on the needs of the system and the formal task of acting as a focus for the very important debates about the whole future of the sector that will take place over the next few years. It should have 25-30 members, all appointed as individuals not representatives drawn from the parts of postsecondary education. Up to a third should be laymen.

(8) The relationships between this new commission and existing bodies, such as the University Grants Committee, the Council for National Academic Awards, and (possibly) the Adult and Continuing Education, would of necessity be evolutionary. But in the long term such bodies might be reconstituted as committees of the PSEC. Particular importance, and sensitivity, would need to be attached to the committee's relationship with the UGC, but the Government should be determined to embrace the universities in this wider strategic planning of all postsecondary education.

(9) In addition to the PSEC the Government should establish a Committee for Colleges and Polytechnics (CCOP) as was recommended in the recent Select Committee report. This new body would have two jobs: (1) to distribute the grants at present made directly by the Government (the present direct grant institutions might suitably be transferred to the university sector, while others at present local authority maintained institutions might in time become direct grants); (2) to offer local authorities advice on the distribution of the APE post to maintained institutions. The CCOP should have 30-35 members, half appointed as individuals and half as representatives of the major interest groups in the sector presided over by a chief officer who should be a figure of major standing.

(10) Local authorities and colleges would continue to be maintained by local authorities under this proposal. But they should be granted the corporate status at present enjoyed by 254 polytechnics and colleges. Although the style of postsecondary education they provide, with particular forms of management, will be a decade of rapid change for postsecondary education. The present reductions in public expenditure will force institutions to reexamine their priorities and practices, and also oblige the Government to take more determined action than in the past to protect excellence. The decline in the number of 18-year-olds after 1984 will have a similar effect. The number and quality of engineers, technologists, and technicians will have to be improved if Britain is to be able to compete successfully with other advanced nations. Changes in work patterns arising from higher unemployment and the accelerating obsolescence of job skills will place greater importance on mid-career education and training. The effect of all these factors will be to change radically the present priorities of postsecondary education.

FINANCE (11) The amount of money to be made available to post-secondary education should be determined by the Government after weighing the advice of the PSEC. Its distribution should be decided by the Government but in this case the advice of the PSEC should be regarded as authoritative in all but exceptional cases. The allocation of grant to the universities through the UGC should then follow its traditional pattern. In the case of maintained, direct grant, and voluntary institutions the Government should negotiate a total amount with the institutions and/or their maintaining authorities with the benefit of much-improved accounting procedures developed by the CCP officers. The distribution of this total should effectively be decided by the CCP. However, local authorities, to supplement individual allocation from their rate income, and all polytechnics and colleges should be allowed to retain any income they earn from short courses, consultancy, and similar activities.

RECEPTION (12) Postsecondary education has not been an area of policy conflict between political parties and it should be the Government's intention to maintain an essentially bipartisan approach. This proposal is likely to do this. Most people engaged in higher and further education will be relieved that the structure being proposed by the Government is a dynamic one designed to promote postsecondary education rather than a static one to reduce its cost. The local authorities will probably find it an acceptable compromise between the national and local dimensions of their institutions. The teachers' associations will react in a similar way, although Naffine may neglect, or if it can spare any time from its own management problems, will be grateful for the idea.

(13) The way in which this proposal will affect the UGC and the universities may arouse some controversy among backwoodsmen. They may fear that it will turn out to be the thin edge of the wedge and further erode the universities' traditional autonomy. But the majority will probably see the establishment of a PSEC and the creation of the capacity for strategic planning as an important precondition of a successful attempt to protect excellence within the university sector.

CONCLUSION

(14) This memorandum replaces the paper sent out by my Department on December 31, 1980.

Of course, Mr Carlisle is not going to withdraw the paper, let alone adopt any of the policies outlined in this alternative memorandum. But the indications are that the PSEC plan is already running into obstacles in the private world of Whitehall. These obstacles will increase in number and in height when the present plan is finally made public as a consultative document in the summer. It is to be expected that the PSEC will be a figure of major standing.

So although the probability must still be that Mr Carlisle has taken a decision that is irrevocable in its essential principles, no one can say he is sure that the plan will not be radically modified in its details, or even more damagingly, that it will not limp onto the statute book as controversial legislation late in this Parliament and so be ripe for repeal.

In these circumstances Mr Carlisle should remember two things. First, that higher education has never really been a political football and no credit will be given to the Secretary of State who makes it one. Second, that although ministers are hardly expected to pay much attention to grand designs proposed by *The THES* or any other group of initials, they should have some idea of the road they are taking, at least past the next PSEC milestone.

Private institutions should likewise abandon the notion of perpetual growth and plan for declining enrolments and declining income in faculty. This is a position which also makes sense for the public sector. Although we have just experienced two decades of unparalleled growth in higher education, fluctuations in enrolment are now seen by any institution created before the 1950s. All institutions will be affected in some way by the changing circumstances of the 1980s. Therefore each should reject the diabolic notion that it cannot happen to us. Our colleges and universities should develop new standards of quality that have nothing to do with growth, rather than cheapen their standards so as to maintain numbers.

Private colleges and universities should not, and need not, make their case to the expense of the public sector. Indeed, there will be an increased need to reaffirm the fact that the case for higher education is larger than the case for any particular kind of institution. There will be an increased need to focus on the things that unite higher education rather than the things that divide it. This will be particularly important in the need to support legislators who are anxious to see funding for education continue in competition with highways, prisons, conservation, energy, and other forms of social investment. This will be difficult in most states because there is no traditional forum for a meeting of the public and private sectors. It is proposed a joint case to public policy makers.

In considering all of this it will be necessary to recognize that some differences among institutions will and should continue. At the same time it will be important to find ways to establish guidelines to bring about cooperation. This cooperation will be relatively easy when the cooperating institutions already have their students. Programmes of joint curriculum, faculty appointments, joint use of facilities, all can be explored.

Cooperation is harder where institutions are competing for students and therefore dollars, as is the case in admissions, extension, and adult education. When competing institutions are unlike, where their differences can be celebrated.

An example of the way in which this cooperation between public and private institutions can be found in the writer's own local Kalamazoo, Michigan area. Here a major state university, a public community college, and two private liberal arts colleges have come together in a wide range of cooperative activities, including exchange of students, joint appointment of faculty, joint use of facilities, and a significant level of joint community programming. The experience of Kalamazoo has been a very positive one and indicates a way when competing institutions are unlike, where their differences can be celebrated.

Educational planning so far has been based on institutions in the outside, and essentially negative in that it involves things that institutions should not do, such as the control exercised over the starting of new academic programmes. Planning could be effectively accelerated with modest incentive grants that make possible effective local or regional planning based on the voluntary initiative of geographically proximate institutions. State-wide coordinating bodies might realize these local efforts since they will tend to undermine state wide jurisdictions.

However, the model of the United Nations is appropriate here in that while the United Nations is incapable of peace-keeping on a world-wide basis, regional defence treaties like NATO and SEATO have been accepted and supported by the United Nations. So regional cooperative efforts could be supported by states as an alternative to complement to state wide planning.

In any statewide effort to facilitate cooperation between public and private institutions it is essential to establish the fact that both the public and private institutions need to be brought together to the planning table where states are trying to establish effective policies for the management of decline in the 1980s. It is clear in the best interest of the institutions themselves that this cooperation become effective as an alternative to increasing government intervention in the business of planning education institutions and managing the affairs of institutions. The cooperation between public and private institutions must be clearly seen as a necessity for the 1980s rather than a luxury which makes sense only for the growth years.

Price war facing the US colleges



George Rainsford

Almost everywhere else in the world colleges and universities to the creation of government. But the United States has a strong if slightly battered tradition of supporting a significant segment of higher education through private sponsorship and endowment. That tradition is in jeopardy for several reasons. Years ago private colleges and universities dominated higher education in the United States. Today they account for only 22 per cent of the enrolment, a proportion that has steadily declined from 50 per cent in 1950 and 40 per cent in 1960. If that rate of decrease would continue through the year 2000, we would in effect face the extinction of the independent sector of American higher education except for a few well-endowed private research universities and liberal arts colleges. This condition would be disastrous from the point of view of public policy, in either educational or fiscal terms.

The private sector is battered not only because of its declining numerical importance, but because, like its sister institutions in the public sector, the private sector faces the prospect of a decline in the traditional college-age population of between 25 and 30 per cent nationally over the next two decades. The private liberal arts colleges have been the institutions that have served the full time 18 to 22-year-old population more than the community colleges and public four-year institutions, and therefore will be more sharply struck by the decline in the size of that age cohort.

A principal reason for this is that the private colleges face a growing price competition with their public colleagues. Assuming the cost of educating a student in the public or private sector to be relatively the same, the price to the student in the private sector is approximately five times that in the public sector on the basis of national averages. An inflationary increase in cost and a great reliance on tuition revenue in the private sector could well drive that price difference to 10:1 within the next two decades unless state level economic necessity also drives up public institution tuitions.

It should be clearly understood that in approaching a period of decline in numbers and increase in costs and in competition for revenue there is more at risk in the private sector than in the public sector. Public authorities are not likely to close public institutions having once founded them, whereas in the private sector the pressure of necessity may force them to intervene between private institutions and the effect of the marketplace. Nationally during the 1970s-1979 independent colleges have closed or merged. The number of private institutions which have gone to the wall is too small to be statistically important.

If the private colleges and universities are determined to survive and continue their important educational service what they might do should they do to help themselves? First, they should shun the excesses of salesmanship which often characterize the behaviour of institutions in an intensely competitive situation. Although ministers are hardly expected to pay much attention to grand designs proposed by *The THES* or any other group of initials, they should have some idea of the road they are taking, at least past the next PSEC milestone.

Private institutions should likewise